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ABSTRACT

In 1966 the Office of Law Enforcement Assistance undertook to encourage higher education for law enforcement through a series of curriculum development grants to 2- and 4-year institutions throughout the nation. Altogether, 28 colleges and universities received 48 grants totalling nearly $1 million. First priority was given to schools in states that had no higher education programs in criminal justice. Second priority was given to colleges in metropolitan areas without such programs. Funds were supplied to 14 institutions to develop 2-year programs, to 8 institutions to develop 4-year programs, and to 6 institutions to develop both 2- and 4-year curricula. Of these, 15 of the programs funded were the first of their kind in their state. All but 1 of the grantees developed and now have in operation a degree program in law enforcement or criminal justice. This report is a review and analysis of these projects. (Author/HS)

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Higher Education Programs in Law Enforcement and Criminal Justice

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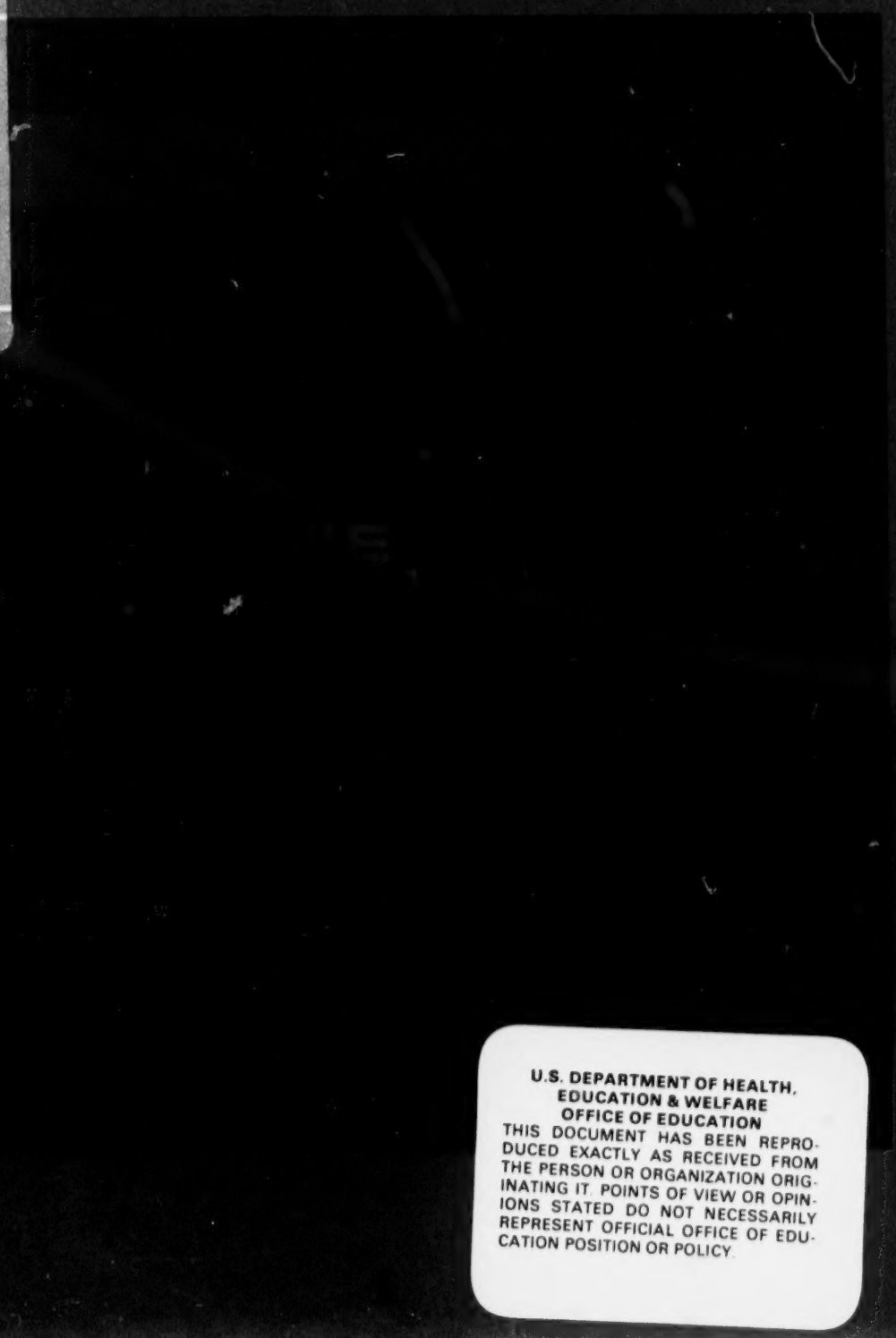

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Higher Education Programs in Law Enforcement and Criminal Justice

PR 71–2
June 1971

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FOREWORD

The Law Enforcement Assistance Administration, in 1970, awarded $18 million to 739 colleges and universities to assist students taking courses directly related to the criminal justice field. These statistics reveal the considerable interest of the government, students and schools in higher education for criminal justice personnel.

It was with this growing interest in mind that the National Institute of Law Enforcement and Criminal Justice commissioned Dr. Charles W. Tenney, Jr., former Dean of the Northeastern University School of Criminal Justice, to conduct a survey of criminal justice education programs. Major objectives of the surveys were to develop guidelines for use by schools that are initiating or expanding education programs in criminal justice, as well as to provide information for leaders of criminal justice agencies who are concerned with improving the education of their personnel.

Dr. Tenney provides much information in fulfilling the above objectives. But information, alone, is not enough. It must be analyzed and evaluated if it is to serve the objectives of raising the capabilities of criminal justice personnel. In the tradition of the scholar that he is, Dr. Tenney does analyze the information and raises a number of fundamental questions that should be considered by all concerned. The fundamental nature of these questions provides a critical perspective with which the goals and results of higher education programs in law enforcement and criminal justice can be examined and evaluated.

This report presents Dr. Tenney's survey in two parts. Part I is a review and analysis of curriculum development projects funded by the Office of Law Enforcement Assistance, 1966-1969. Part II discusses the results of other surveys of criminal justice higher education programs and of two surveys of program grad-

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Part 1

HIGHER EDUCATION IN LAW ENFORCEMENT

I. INTRODUCTION

Higher education programs in law enforcement and criminal justice are not especially new phenomena in the United States. The University of Southern California has, since 1929, offered advance degrees in public administration with a specialization in law enforcement; Michigan State University has offered the Bachelor Science Degree in Police Administration since 1935. By 1960, however, only 26 institutions offered fulltime law enforcement programs at all levels in higher education, and of these, 22 were in the California state college system. By 1965, the total number of colleges and universities offering law enforcement higher education programs had more than doubled nationwide. Again, however, of the 64 known institutions offering such programs that year, 32 were located in California. By the Fall of 1968, there were, according to a survey conducted by the International Association of Chiefs of Police, 261 programs in law enforcement available in 234 separate institutions.[1]

The proliferation of programs in recent years has been dramatic to say the least, and there are good reasons to believe that such growth will continue unabated for the next several years. As of July 1, 1969, 519 institutions had applied to the Law Enforcement Assistance Administration's Office of Academic Assistance for scholarship and loan funds made available under the Safe Steets and Crime Control Act of 1968. Of this number, 395 schools indicated the availability at their institution of a program of courses "directly related" to law enforcement.

In the six years immediately past, several events have combined to produce the federal financial subsidies which have in turn led to this fantastic growth in program availability. Perhaps most seminal among these events was the assassination of President Kennedy in 1963, a tragedy which resulted in a nationwide examination of the pathological features of our legal system which could combine to

permit such an occurrence. Necessarily, law enforcement came under scrutiny as a part of this system. In July, 1965, President Johnson established through executive order the Commission on Law Enforcement and the Administration of Justice.[2] Later that year, the President signed the Law Enforcement Assistance Act, creating the Office of Law Enforcement Assistance (OLEA) and designed to foster new approaches, new capabilities, and new resources for dealing with crime and criminals through a program of federal aid.[3] In 1968, with the passage of the Omnibus Crime Control and Safe Streets Act, the Law Enforcement Assistance Administration (LEAA) was created and the work of OLEA merged with it. Under this most recent legislation, LEAA is authorized "to carry out programs of academic educational assistance to improve and strengthen law enforcement." [4]

In 1967, the Commission issued its task force report on the police and its general report, *The Challenge of Crime in a Free Society.*[5] Included among the Commission's recommendations were two which are relevant to the instant study: that police departments should take immediate steps to establish a minimum requirement of a baccalaureate degree for all supervisory and executive positions; and that all departments should aim at ultimately having all sworn personnel with such degrees.[6]

Earlier, in 1966, the Office of Law Enforcement Assistance undertook to encourage higher education for law enforcement through a series of curriculum development grants to 2- and 4-year institutions throughout the nation.[7] Altogether, twenty-eight colleges and universities received 48 grants totalling nearly one million dollars. First priority was given to schools in states which had no higher education programs in criminal justice. Second priority was given to colleges in metropolitan areas without such programs. Funds were supplied to fourteen institutions to develop two-year programs, to eight institutions to develop four-year programs, and to six institutions to develop both two- and four-year curricula. Fifteen of the programs funded were the first of their kind (either two of four year) in their state. All but one of the grantees developed and now has in operation a degree program in law enforcement or criminal justice. As of the date of this report, nine of them remain as the only program available in their state. A complete roster of grantees and program directors is provided in the Appendix to this report.

This report is a review and analysis of these projects. It constitutes a part of a larger undertaking funded by LEAA's National Institute of Law Enforcement and Criminal Justice which is designed to determine as precisely as possible the current state of the arts in law enforcement higher education.[8]

With the tremendous growth in recent years in the number of

programs in law enforcement and criminal justice being offered throughout the country, spurred by the recommendations of the President's Commission and by the availability of student grants and loans through the Law Enforcement Assistance Administration, it becomes important to examine critically the nature and quality of current program offerings in order to provide guidance and direction to students, to program administrators, and to the principal wellspring of financial aid to such programs, LEAA's Office of Academic Assistance. A review and analysis of these 28 curriculum development projects is a practical and serviceable method of conducting such an examination for several reasons.

First, these projects provide a manageable group for study while at the same time covering a variety of two- and four-year programs distributed throughout twenty-five states (and two territories) and located in both urban and rural settings. Second, each of the programs is of recent advent, and each was commenced at approximately the same time. Each, therefore, was potentially capable of obtaining and using the information and expertise developed from programs already in existence and which span a period of over three decades. Finally, and by no means the least important consideration, reasonably complete information is available on each of the programs in the form of project reports. Dictated by the conditions of the grants, these reports offer what is probably the most complete information currently available on the development and operation of a criminal justice higher education program. It should be noted, however, that while the writer has attempted to insure the currency of his information on the programs through correspondence with their several directors, financial limitations and report deadlines precluded on-site visits to observe programs in operation and to discuss them with instructors and administrators. In the final analysis, what takes place in the classroom (and as a result of it) is the crucial determinant of the relevance and success of any educational experience. There is no adequate substitute for first-hand knowledge of instructional dynamics, of the interaction between student and teacher. This report, therefore, considers the *ideas* of criminal justice programs; the realities remain for speculation and further study.

Before proceeding to a consideration of the specifics of these projects, several other matters should be noted. One is that OLEA's curriculum development program was denominated as being for *police science*. With only a few exceptions the programs discussed in this report focused only on this aspect of criminal justice, ignoring entirely the field of *corrections*. And except for those few programs, corrections education remains a seriously underdeveloped academic discipline.

More fundamental, however, is the question of whether (even

considering only *police science*) there now exists a defined body of knowledge which can be organized into a curriculum for law enforcement. That such definition is at this time incomplete is one conclusion which the writer reaches as a result of the analysis of the OLEA projects and which appears in turn to result from two distinct but closely related factors. First is the fact that curriculum development in law enforcement and criminal justice has proceeded almost entirely without benefit of task analyses, that is, studies of what individuals in various work situations in the system actually do. Few such analyses have in fact been made.[9] But even those few which are available seem neither to have been considered nor employed in curriculum development. Among those projects here reported on, it appears that only one institution even considered the matter, and in that case job descriptions from the Dictionary of Occupational Titles were used.[10] Until we are more certain of exactly what it is we are educating the individual to do, the task of doing so will remain one which for the conscientious educator will be fraught with frustration and futility.

The second factor, similar to the first, is the lack of clearly defined goals for the educational process. Simply to say that the overall goal is to "professionalize" the police, or corrections, offers little illumination. Clearly, the tasks of the individual and the system within which he performs them are in no way comparable to the features which characterize the traditional professions: a defined set of conduct norms; a method of self-policing; independent practice; and a licensing feature. On the other hand, to "professionalize" may be taken to mean more broadly equipping the individual to perform at the highest level of competence with a defined sphere of activity. It is in this sense that the term is used throughout this report. There appears to be common agreement that this is what is meant when the term is applied to the criminal justice system. Here, however, one may discern two distinct and potentially divergent points of view. For many individuals in law enforcement and especially for present professional leadership, what is meant is the achievement of expertise in "hard" subject areas ranging from weapons proficiency to sophisticated scientific analysis or computer technology. For many others, to "professionalize" the police means to accept as reality their kaleidoscopic functions, virtually all of which bring them into close contact with some sector of the public, and to "sensitize" them to the human relationship features of their work and their community involved in such contacts. Obviously, there is overlap between these two views, and such divergence of opinion is, of course, not unique to the field of criminal justice. Legal educators have for years disputed whether and to what extent courses in the behavioral sciences should be included in law school curricula. The difference, however, is that in the case of legal edu-

cation, the question is one of refining and improving a system for achieving already well-settled goals. In law enforcement higher education no such common agreement on goals yet exists, and indeed considerable difference of opinion exists as to whether higher education for criminal justice should focus on simply *improving* the performance of what is currently being done, or whether it should focus on *changing* what is being done. The issue should be one of emphasis; more often it is one of alternatives. And in a field which only recently commenced to establish its educational foundations, the choices can be (and are) crucial.

Finally, it should be noted that some doubts have been cast concerning the value of higher education (or even academy training, for that matter) in changing and improving the criminal justice system. Commentators of no inconsiderable stature have expressed the opinion that the value of such education will be diluted or nullified altogether by the system itself. They argue that even the well-educated or well-trained individual must in order to survive either succumb to the pressures of the "real world"—the "locker room philosophy"—or quit the scene completely.[11] There is some evidence to suggest that this is indeed the case. On the other hand, the need to accommodate classroom theory with practical reality is by no means unique with law enforcement or criminal justice. The law student very early learns that "where there is a right, there is a remedy"; the lawyer soon realizes that the cost of vindicating one's rights often is rather high and subject to a thousand human whims and pitfalls in the system. The medical student perfects his surgical technique under idealized conditions; the surgeon must sometimes operate in a less than perfect setting. The fact remains that no system, whether it be legal, or medical, or law enforcement, can ever be changed or improved until there are substantial numbers of individuals, both within and without, who recognize the need for change and have the competence to bring it about. The vital fact is that education is the *only* vehicle capable of developing such understanding and competence. The task of carefully shaping higher education for criminal justice is therefore one of critical importance.

II. CURRICULUM

Concerning criminal justice higher education, much has been made in recent years of the distinction between *education* and *training*. In the preface to their volume, *A Forward Step*, Clark and Chapman distinguished between training, which is "more 'how to' or procedurally oriented" and education, which provides "a broad framework of social reference". "Both are indispensable to the

police. . . . Education serves to build the whole man; training aims him to execute his function in the most efficient manner. . . ." [12] Put somewhat differently, Dr. Franklin Kreml, Vice-President of Northwestern University has said, "A well-trained man is a man competent in his profession, his occupation, his job. A well-educated man is a man competent in his values, his standards, his criteria." [13] LEAA's manual for its 1969 Law Enforcement Education Program stresses the difference between education and training: scholarships and loans are available for students enrolled in educational programs; they are not available for training.[14]

To some extent, however, the issue of education versus training is a spurious one. This is not to say that the distinctions made between the two are not real, nor that the emphasis in higher education programs should not be on education rather than training. What generally goes unmentioned in discussions concerning the problem, however, is the fact that, unlike most other *professional* education which is lodged generally in the graduate schools, criminal justice higher education now seeks a place at the undergraduate level. No sophisticated individual would presume that the holder of a baccalaureate degree with a major in psychology, or sociology, or English, or history is particularly professional in these fields. His professionalization will come, if at all, in graduate school and beyond. And a realistic look at the graduate curricula in any of these disciplines (or in law or medicine) reveals a considerable *training* thrust to their courses. In criminal justice, on the other hand, the state both of educational development and of the perceived needs and stated demands of the field are such that we are still groping for relevant *undergraduate* academic structures. This search must be correlated with two important facts kept constantly in mind: that graduate-level education as a norm for the field of criminal justice lies in the distant future; and that law enforcement training in the narrow sense of teaching one *how to* perform particular tasks already is being conducted by other agencies.[15]

The issue of education versus training arises because many existing criminal justice curricula are heavily laced with training courses. But the question properly is not whether a course, a curriculum, or a program is "education" or "training". For both are generally conceded to be necessary, and there is no *logical* reason why either or both together should not be taught in college. There are, however, practical and empirical reasons why training subjects should be kept at a minimum or excluded altogether from the college curriculum. These reasons concern the nature of the subject matter, the instructors, and the institutions.

Most training subjects such as firearms, first aid, typing, defensive tactics and the like can be taught in a relatively short time.

They also can be taught by individuals who need no more education or expertise beyond that which extends to the subject matter itself. Moreover, they are subjects which can be taught in virtually any setting and which do not depend for their successful learning on discussion or interaction between student and instructor, or among students. Most police academy curricula include all of the subjects mentioned above (and many more), and they are taught by sworn personnel or civilians who need (and may have) no education beyond that in the subject matter itself.

Coupling these considerations with the fact previously mentioned, that most states either have or are considering implementing academy-type training programs for law enforcement, the inclusion of training subjects in a college curriculum seems not only to detract from the time spent on matters which the colleges alone are best able to handle but to duplicate the efforts of training programs as well. This conclusion is based, of course, on the assumptions that there are other relevant subject areas which colleges *are* best able to offer, and that pre-professional and in-service training is otherwise adequately provided for. While the data to support either assumption remains at this time far from adequate, to assume otherwise in either case would certainly inhibit their realization. If the colleges assume the training functions, there is no reason to develop and improve training in other, more appropriate settings. Nor will the colleges have the time (or the inclination) to refine their academic curricula for criminal justice.

Review and analysis of the curriculum development projects reveals three general types of curricula in criminal justice. The first (and most frequently found) type has been labeled by the writer as *training*, the second as *professional*, and the third as *social science*. These descriptive terms are useful for discussion purposes; applying them to the curricula studied reveals certain emergent patterns. Caution should be exercised, however, concerning their use. This review, as was mentioned earlier, is based on written project reports and to some extent on correspondence with project directors. But as every teacher knows, the character of any course, what in fact happens in the classroom, depends finally on the instructor, his materials, and his students, rather than on course titles or descriptions.

A particular subject may be determined to be of the *training* variety if it is directed primarily to the mastery and application of particular rules, to the development of particular mechanical skills in the operation of particular items of equipment, or to the development of skill in the performance of particular maneuvers concerning which little or no discretion is involved. In some cases, the training nature of a course inheres in the subject matter itself.

Skill in the use of firearms, first aid, and defensive tactics are handy examples. In other cases, the *manner* in which a course is taught and its *content* will determine its training character. A course in Police Patrol, for example, may be devoted to teaching procedures on patrol, the questioning of individuals, pursuit driving and the like. In fact, this is the nature of the course characteristically offered in the police academy. In either case, whether because of the nature of the subject matter itself or because of the manner in which it is taught, little attention is devoted to questions of policy, of discretion, or of alternative methodologies. A curriculum may be denominated as a *training* curriculum if a significant number of its courses are of the training variety.

It is only an apparent tautology to say that *professional* courses and a professional curriculum are designed to professionalize the student in his field. Here, the course should be directed toward the development of internalized standards of behavior, objectively determined on the basis of agreed upon goals; toward the achievement of an awareness and understanding of alternative methods of achieving these goals depending on varying sets of circumstances; and toward the development of a foundation of expertise in particular subject areas. The achievement of at least one of these objectives should be the goal of every professional course. The typical course in *Introduction to Law Enforcement* (or Criminal Justice) is one which may appropriately be designed to achieve the objective first mentioned. Courses in *Police Administration* and *Police Supervision* characteristically are designed to achieve the second objective. A course in *patrol* or *investigation* may conform to the professional model, depending on the thrust given it. Courses in *Criminal Law* and *Criminal Procedure* are designed to provide the student with subject expertise. In short, the trained individual may be identified by what he knows; the professional individual is recognized not only by what he knows, but how he behaves as well. A curriculum may be denominated as *professional* if a significant number of its courses are of this variety.

Courses which are characterized as of a *social science* nature are designed to teach *about* a particular subject. Unlike either the training or the professional courses, however, they are not directed specifically to preparation for work in the area studied, although they may be offered as appropriate and even necessary "background" study for such professional preparation. Courses in *Municipal Government,* or *Sociology,* or *Psychology* are of this variety. Courses and curricula of this nature have been denominated "social science" because it is a characteristic of that field to study other social and political institutions and to prepare the student for their

study rather than for *functioning* within the institution studied. A curriculum is denominated as *social science* if its thrust appears to be in this direction.

A. Training Curricula

Classifying the 28 curriculum development projects according to the criteria set out above reveals that fourteen of the programs fall into the training category. An additional four programs were classified as training-professional, that is, with a mix of both types of courses. Ten of the fourteen two-year programs and two of the eight four-year programs conform to the training model. It may be expected that two-year programs will tend to conform to the training model. The reasons why this appears to be so will be explored more fully below.

Some of the programs which follow the training model have included in their curricula such subjects as firearms, defensive tactics, and first aid; others have not. Their inclusion or exclusion is not determinative. The report from the program at the University of Hawaii, for example, indicates that "instruction in these fields is to be left to the [law enforcement] agencies through their well-developed in-service programs".[16] Metropolitan State College, on the other hand, decided to retain certain training subjects in its curriculum.[17] Hawaii's program is of the training variety; Metropolitan's is professional.

The following is a representative sample of training-type courses gleaned from training curricula:

> *Patrol Procedures*—Techniques of police patrol, observation and description; handling complaints and called-for services; mechanics of arrest and incarceration; techniques of field interviewing; officers notebook procedure. Includes practical exercises and demonstrations in searching prisoners, duties at crime scene, preliminary investigations, and surveillances and raids. (*Minot State College* 4 qtr. hrs.)
>
> *Principles of Criminal Investigation*—Fundamental principles of criminal investigation including crime scene work, collection and analysis of physical evidence, and case preparation for court presentation. Covers interrogation techniques with special emphasis on current federal guidelines. (*Nevada Technical Institute;* 4 sem. hrs.)
>
> *Introduction to Criminal Law*—A study of the basic principles of criminal law with emphasis on statutes pertaining to arrest, search and seizure, the rules of evidence, and recent Supreme Court decisions affecting the rights of individuals. (*University of Guam*; 3 sem. hrs.)
>
> *Fundamentals of Delinquent and Criminal Behavior*—A general orientation to the field of criminology; including delinquent and criminal offenses and preventive police techniques. Specific police problem studies, such as addicts, the mentally ill, compulsive and habitual offenders, and police handling of juveniles. (*University of Hawaii*; 3 sem. hrs.)

Traffic Control—The traffic problem; accident investigation; traffic regulation; enforcement; direction; pedestrian, intersection and parking control; records and analysis; education and engineering, traffic law and traffic court procedure. (*College of the Virgin Islands*; 3 sem. hrs.)

Police Arsenal Weapons and Laboratory—The care, use and safe handling of firearms used in law enforcement to enable the officer to cope with any situation where firearms are needed. Lectures are supplemented by an intensive range program in deliberate, point and defensive shooting. (*Jefferson State Junior College*; 5 qtr. hrs.)

Defensive Tactics—Protection against persons armed with dangerous and deadly weapons; demonstration and drill in a limited number of holds and come-alongs. Restraint of the mentally ill. (*University of Iowa;* 1 sem. hr.)

First Aid—The immediate and temporary care given in the case of accident, illness and emergency childbirth. The course can qualify students for a Red Cross First Aid Certificate. (*University of Iowa*; 1 sem. hr.)

Report Writing—Current practices in police report writing; tabulations and methods of reporting criminal statistics in police service. (*Weber State College*; 3 sem. hrs.)

Photography—Procedure, lighting and perspective in crime scene photography; photography of burglaries, homicides, explosion scenes, and arson scenes; firearms and bullet identification; purpose, equipment, and methods of photographing traffic accidents; articles of evidence, photomacrography and photomicrography; fingerprint photogaphy; document examination through photography; preparing the court exhibit; the photographs in court. (*Lorrain County Community College*; 2 sem. hrs.)

Technique of Interviewing—Consideration of the nature, methods, and principles of interviewing. Emphasis on role playing in interviewing situations. (*Indiana University of Pennsylvania*; 3 sem. hrs.)

Court Procedures and Mechanics—Case preparation; officer demeanor in court; effective presentation of evidence; trial procedure; use of written notes; officer appearance; and reaction or cross examination. (*Eastern Kentucky University*; 3 sem. hrs.)

It should be noted that these offerings are in addition to other courses which are required for the degree. These other courses are typically introductory or general liberal arts subjects such as english, history, sociology, and psychology. Moreover, the training-type curricula here analyzed include some courses of the professional variety such as Police Administration. In these training curricula there is, however, a notable absence of courses on Police-Community Relations. In fact, in only one of the two-year training curricula (that of the College of the Virgin Islands) was this offering in evidence.

B. Professional Curricula

Five of the programs studied were classified as conforming substantially to the professional model. An additional two programs were classified as a mix of the professional and social science models.

Of these seven programs, one is a two-year curriculum, four are four-year curricula, and two are combination programs. It is worth noting that two of the programs shifted from a training to the professional model between their first and second stages of development, one as a direct result of recommendations made by consultants engaged to evaluate the initial effort.[18]

In addition to the nature and quality of the course offerings in these professional programs, there are several characteristics which they have in common and which distinguish them from the training programs. As might be expected, there is a recognition of the distinction between education and training and of the need for academic quality in the curriculum. The University of Missouri project report stressed that:

> A basic philosophy considered in the selection of this curriculum was that education varies from training and that the University should confine itself to the educational type of courses, *broadening the backgrounds and base of knowledge from which professionals can make decisions.* The training programs are best handled by in-service officers of existing departments and academies. . .[19] [Emphasis added]

The preamble to a "State Master Plan for the New Jersey Higher Education Program in Law Enforcement", developed by program administrators at Rider College, recognized "the mistake of permitting an unlimited number of colleges to offer technical, vocationalized programs [as having] already injured the programs of some of our most populous states." [20]

Another important characteristic of the professional programs is their recognition of the need to attract young, college educated people to careers in law enforcement and criminal justice. As the University of Illinois report points out:

> . . . The availability and attractiveness of this program will serve to bring young men and women with a high degree of potential for success in contact with the possibility of a career in law enforcement. It is a career field that really needs the infusion of large numbers of intelligent, highly motivated, and sensitive young people. We cannot begin to re-orient or re-educate all people in law enforcement today. We can and must attract the brightest and best young people who are at the career choice stage of their lives to law enforcement.[21]

Third, and most important, the professional programs recognize the need to emphasize in their curricula the study and practice of human behavior and interpersonal relationships. The Illinois report, for example, acknowledges that "the intensity of personal interrelationship which occur in almost any career field closely related to the administration of justice makes an understanding of human behavior and adjustment problems essential to even a minimum level of performance." [22] Individuals are, as the Mississippi report points out, "the basic commodity of social control." [23] This feature, the concern for an understanding of human behavior and the need

to develop a sophistication in interpersonal relationships, is the one which seems most dramatically to distinguish the *professional* from the training curriculum. The fact that the professional programs may presently fall short of completely achieving that goal should not detract from the important fact that the desire and intent are present, though fulfillment may lie in the future.

It is worthwhile to consider some of the courses offered in professional programs through which these goals are sought to be achieved. Although some of the following course offerings, such as Police Administration and Police Supervision are found in nearly all programs (including those of a training variety), the roster is designed more to illustrate attempts at achieving the goal of professionalization than as characteristic of all professional curricula.

Introduction to Law Enforcement—History and philosophy of law enforcement and the development of modern American police systems; jurisdiction of local, state and federal law enforcement agencies; fundamentals of criminal behavior in the social order; and an introduction to social pathology and current police problems. (*Metropolitan State College*; 3 qtr. hrs.)

Police Patrol and Services—The foundations of patrol operations; providing patrol coverage and called-for services; the principle of conspicuous presence as a means of crime prevention and preservation of the peace. (*University of Missouri*; 3 sem. hrs.)

Principles of Criminal Investigation—Theory and practice of investigation; study of the possible applications of the philosophical principles of deductive and inductive reasoning to criminal investigation. The scientific fact-finding approaches in the development of factual data from persons and things. The development and practice of criminal investigation in the field of law enforcement. (*University of Illinois*; 4 qtr. hrs.)

Police-Community Relations—A survey of the numerous and complex factors involved in the area of human relations and its effects on policing and police management. Examination is made of prejudice and discrimination and their effects and implications for police in a changing and interacting society. The history and development of civil rights and liberties is surveyed. Consideration and discussion of the modern police officer as generated by the balance of the requirements of peace and order and the requirements of individual rights. Ethics, courtesy and impartiality as tools necessary in gaining public support and confidence will be emphasized. (*University of Missouri*; 3 sem. hrs.)

Criminal Law I; Substantive Criminal Law—General doctrines of criminal liability in the United States; classification of crimes as against persons, property, and the public welfare. Emphasis on the concept of governmental sanctions of the conduct of the individual. (*University of Illinois*; 3 qtr. hrs.)

Criminal Law II; Criminal Procedure—The criminal process. Legal problems associated with the investigation of crime, the acquisition of evidence; the commencement of a criminal proceeding, the prosecution and defense of charges, sentencing and appeal. Principal concern is with the development of existing procedures and examination of current efforts for reform. (*University of Illinois*; 3 qtr. hrs.)

Police Management Systems—Basic crime reporting systems, criminal arrest records, *modus operandi* files, identification systems, administrative reports, traffic records, budgeting, position classification and manpower distribution.

Application of automated data processing methods to administrative problem solving in the field of law enforcement. (*University of Mississippi*; 3 sem. hrs.)

Police Administration—The principles of administration and management in their application to law enforcement; a study of the police organizational structure. Responsibilities and inter-relationships of administrative and line-and-staff services. An analysis of the functional divisions of a modern police operation in its application to public safety needs of the community. (*University of Illinois*; 4 qtr. hrs.)

Police Supervision—Fundamentals of supervisory techniques and practices. The human element in individual and group relationships. Personnel processes in the law enforcement agencies and principles of teaching and conference leadership. (*Tarrant County Junior College*; 3 sem. hrs.)

Juvenile Delinquency—This course deals with the causes and treatment of the juvenile delinquent, his apprehension and commitment. The various methods of caring for delinquents, including the present day psychiatric approach, are studied. Delinquency is considered as a national problem. Case studies and visual aids, guest lecturers and visits to juvenile institutions, supplement the lecture approach in highlighting this vital problem. (*Rider College*; 3 sem. hrs.)

Prevention and Control of Crime—Studies crime in relation to the development of metropolitan areas, incongruent patterns of criminal activity and police organization, demographic and ecological factors in the incidence and distribution of crime and delinquency; legal, social, psychological, and moral problems associated with sexual and character disorders; comparative correctional systems. Examines cross-cultural and cross-national uniformities and diversities as they give rise to and sustain crime, and their effect on law enforcement policy and planning. (*Metropolitan State College*; 3 qtr. hrs.)

Internship—Practicum designed to broaden the educational experience of students through directed work and observational assignments with various governmental and private agencies. Correlation of theoretical knowledge with practical experience. (*Wisconsin State University*—Platteville; 3 sem. hrs.)

A detailed discussion of the professional and other curricula is reserved for the conclusion of this part. Several other features of the professional curricula should, however, be noted at this point. It is interesting, for example, to compare the courses in patrol and in investigation with their counterparts in the training curricula. As was indicated earlier, a subject may be taught on more than one level. These courses illustrate that point.

The inclusion of criminal law and criminal procedure courses is an important characteristic of the professional curriculum. At the University of Mississippi they are taught by the faculty of the law school, although the project report does not indicate whether these courses are the same as those offered to law students. One institution, Metropolitan State College, offers a course in Constitutional Law. A separate course in evidence is offered less often. As with patrol and investigation, so also with the law subjects. It may be said that they are of either the training or the professional variety depending on what actually is taught in them. In general, a criminal law course in a training program takes up only the penal code

of a particular state, and criminal procedure courses are truncated considerations of particular rules of evidence.

Third, it is important to point out that the professional curriculum is not limited in its *professional* offerings only to the strictly law enforcement subjects themselves. Characteristically, the curriculum requires courses in other disciplines and in addition to those required of all degree students in the institution. The student enrolled in the program at the University of Illinois, for example, is required to study *Racial and Cultural Minorities, The Sociology of the City, Social Problems,* the *Psychology of Adjustment,* and to complete a series of courses in political science. He must also fulfill the University's foreign language requirement. The University of Mississippi requires the law enforcement major to complete two minors of at least eighteen semester hours each, one of which must be earned in sociology. Other programs have broader, less specific additional requirements.

C. Social Science Curricula

The social science curriculum, unlike either the training or the professional curricula, focuses on the study and analysis of the institutions of criminal justice. It is not designed as career preparation for the field. Hence, it may be compared with other of the social sciences, such as political science or sociology. Indeed, depending on the thrust of its offerings, it may be (and sometimes is) housed in one or another of these established departments. This model has been included in this report, not because any significant number of the curricula studied conform to it, but because it provides a useful tool for distinguishing the kinds of courses which may be offered in a curriculum and for determining the general nature of the program which will therefore result.

It may be observed that various courses set out in the preceding section discussing professional curricula are of the social science variety and that required courses in sociology, psychology, and political science are obviously such. To some extent, their inclusion is appropriate and inevitable. The cutting point is one of goals and emphasis.

While none of the projects reviewed could be said to conform precisely to the social science model, two do seem to tend in that direction, notably those of the University of Wisconsin-Milwaukee and Memphis State University. Significantly, the program at Wisconsin is housed in the School of Social Welfare; the program at Memphis State is in the department of sociology. It is interesting to note, also, in connection with the curriculum at Wisconsin, that

it evolved out of a pre-existing corrections curriculum and that two of its four present faculty received their professional education as social workers. Wisconsin's program appears to lean furtherest in the direction of the social science model. It lacks courses in police patrol, investigation, community relations, and criminal procedure and requires only 12 semester hours (four courses) and 8 hours of electives in the major field.

The following selection of courses may be considered as of the social science variety:[24]

> *Criminology*—Theories of causation, crime as a business, affiliated problems, trends in punishment, treatment of offenders, control and prevention. (*Memphis State University*; 3 sem. hrs.)
>
> *The Development of Police Systems in Society*—The historical development of law enforcement from earliest beginnings through Anglo-Saxon England to the present systems and operations. A comparative study of the theories and operations of police systems throughout the world. The structure and interrelationships of American Police Agencies on the federal, state, county and municipal levels. (*University of Illinois*; 4 qtr. hrs.)
>
> *Criminal Gangs, Organized Crime and the Political Process*—Systematic analysis of criminal associations in their various manifestations; informal cliques, fighting gangs, syndicates, criminal organizations and area-wide rackets; the professional criminal as a social type; varieties and *modus operandi* of professional criminals; nature and sources of criminal political power; ecological aspects of criminal-political organizations, reciprocal relations of organized crime and political parties, political functions of criminal groups, political crimes. (*Metropolitan State College*; 4 qtr. hrs.)
>
> *Organized Crime in the United States*—The development of organized crime from the first recorded beginnings in early French and English metropolitan areas to its present position and operation in the United States. Detailed consideration of the social, political, and economic conditions which gave rise to the initial appearance of the Mafia in Sicily and its eventual spread and expansion in America; attempted analysis of the political and social implications of organized crime in a democracy. (*University of Illinois*; 4 qtr. hrs.)
>
> *Criminal Justice and the Social Structure*—Examines law enforcement systems in relation to the incidence and distribution of economies and social power, class structure, ecological patterns, sub-cultural developments in the community and in the police structures and problems of professionalization; ambivalences in the social process of the law, the courts, and corrections evaluated. (*Metropolitan State College*; 3 qtr. hrs.)

D. Assessment of Curricula

Aside from the question of whether a program's emphasis *should* be in the training, the professional, or the social science area, it appears that there are several variables which will determine the direction which in fact is taken. It is worthwhile to consider what some of these may be.

One significant variable appears to be whether the program is a two-year program. Of the thirteen two-year projects on which re-

ports are available, ten were determined to be of the training variety, two were combination professional-training models, and only one followed the professional model. On the other hand, nine of the fourteen four-year and combination programs were determined to conform substantially to the professional model.

It is probable that there are several reasons why a two-year program is likely to follow the training model. In general, it is simply *easier* to develop this type of curriculum. Many of the course offerings in a training curriculum are at best no more than expansions on the subject offerings of a police academy. They are readily available models on which to build.

More specifically, two-year programs, and especially those at two-year institutions, appear more likely than are those at four-year schools to be directed and staffed by individuals whose primary experience has been in police work and academy training. It is certainly understandable that an ex-FBI agent, for example, will tend to model and teach courses on the FBI Academy. Two-year institutions generally offer lower salaries and are therefore more likely to attract either individuals (such as retired law enforcement officers) whose financial needs are more modest, or individuals who have not completed their formal professional education. In the two-year colleges also, the focus generally is more often on the vocational-occupational areas.

A second variable in determining whether a program will assume the training or the professional cast is the potential student population for whom the program is developed. Whether or not they say so specifically, the two-year programs appear to be designed primarily for in-service law enforcement officers. Several of the programs reported having surveyed only law enforcement personnel to determine interest. In two cases, the police officers were asked what subjects they wished to have offered. In a number of states, state-coordinated police training programs are either non-existent or on a voluntary participation basis. It is not difficult to predict, therefore, that under such circumstances, an academic program will have a pronounced training flavor to it. Police themselves are, after all, understandably concerned with expertise in "hard" areas, with passing civil service examinations, with promotions. These are matters for which (unfortunately) training often makes more of a difference than education.

A four-year program, on the other hand, is considerably more likely to be directed toward the pre-service student, to be directed by one whose orientations are more traditionally academic, and to be accommodated to the generally more academic degree requirements (required courses in other areas, for example) of the institution. The University of Illinois report recognizes the need to attract

bright young people to careers in criminal justice.[25] Mississippi realized that, because of its essentially rural location, it would have few in-service students until the junior colleges in the state commenced graduating them.[26] Both institutions have basically professional programs.

The situation which develops, wherein two-year programs become of a training variety with four-year programs more of a professional variety, poses a dilemma for law enforcement; how to provide a more professional education for those with the most immediate need for it, the in-service police officers, in settings which are most accessible to him—usually within commuting distance. The task is complicated by several other factors.

One such factor is the nature of police work itself. Despite the recommendations of the President's Commission for increased provision for lateral entry in police agencies, it remains generally true today that the police officer commences his career as a patrol man and progresses upward in the uniformed ranks through longevity and/or civil service examination. Unlike other professional fields, therefore, in which the individual is considered a professional upon completion of his formal education and at the inception of his career, with only experience (and perhaps advanced, particularized training) necessary to qualify him for advancement, the police officer is subject to a rank system in which particular duties are assigned to particular ranks. This fact is rendered all the more important because, as has been pointed out elsewhere, the lowest rank—the patrolman is vested with the greatest amount of discretion. What this suggests is that "professional" education should depend, not only upon whether the student is pre-service or in-service, but also upon his particular level of in-service function. However difficult it may be to specify the ways in which his education should be different; it seems obvious that it should be for the patrolman on the one hand, the commander on the other. This in turn suggests that there should be at least two types of curricula in the two-year programs, which we may denominate as "professional-line" and "professional-administrative."

It should not be especially difficult to design a professional curriculum geared to command and supervisory in-service personnel. At this level of operations, well-established models from other fields (public administration, for example) are readily available. And it will be noted that several of the professional courses set out above parallel those in these related fields. But for the first (and most important) line of police operations, for the patrolman, we have no such models. As a result, curricula (aside from those courses in the areas of administration and command) appear to swing between the training and the social science varieties.

The problem appears generally not to have been considered in the curriculum development projects. One of the few programs which did, that of the University of Wisconsin, seems also to hold the most potential as a professional program, despite its lack of discrimination between pre-service and in-service students and among the levels of the latter group. As the Wisconsin report points out, "The program's basic courses represent a conscious attempt to integrate the fragmented contributions of social science disciplines to the field of criminal justice. . . . It must avoid a narrow vocationalism. . . ." [27]

Despite some hints at its answer, however, the question remains, "What constitutes a professional curriculum for the pre- or in-service student at the patrolman level"? Without attempting at this point to delineate in detail such a curriculum, it is still worth mentioning what its main theme should be. The one thing that all law enforcement agencies, large and small—municipal, county and state—have in common is their continuing contact with the public, the citizenry. The contact may be with a motorist asking directions, or with the victim of a crime. It may be with an individual acting suspiciously or one who is criminally accused. In each case, however, a member of the public is involved. Even the accused, the convict, and the ex-convict retain some identity as members of society. Most citizens will have only a few, non-threatening contacts with police; the criminal may have many. But in either case, these contacts are of crucial importance to the police. On them will depend the support which the police will receive generally in improving the conditions of their careers as well as specifically in the investigation and solution of particular cases. It seems absolutely crucial, therefore, that the police officer be as highly skilled as our educational resources can make him in the gentle (and elusive) art of "dealing with people." With public acceptance and cooperation, the task of law enforcement should be at least manageable; without it, it becomes impossible. A major goal, then, of any professional law enforcement curriculum should be that of the internalization of professional standards of personal behavior.

The emphasis here, and in educational programs designed for entrance level law enforcement work, is on *dealing with*. This is the basic commodity of police work. It is not enough, therefore, that an officer know about people. He must be skilled in his relationships with them. Here, it is submitted, is where the largest gap exists in all educational programs, training, professional and social science alike.

III. OTHER PROGRAM FEATURES

A number of other features of the curriculum development projects, while not having to do specifically with curriculum, are nevertheless worthwhile mentioning. The following checklist, together with comments, is intended as a guide for future program developers.

A. Advisory Committees

Fifteen of the projects reported the existence of a definite, quasi-official group to advise on program development, especially curriculum. Several others reported either that an informal group was consulted or that consultants from other programs or organizations were employed. The constitution of such a group is a wise move both to provide the needed expertise where it is probably otherwise lacking at the institution and as a means of encouraging enrollment once the program is in being. It appears, however, that most of the programs' advisory committees were composed exclusively of law enforcement professionals and (in a few instances) of lawyers and judges. It is submitted that it would be worthwhile to include also, one or more representatives of the public at large, the eventual consumers of law enforcement services. The perspective which such laymen can provide offers a needed balance to professional proclivities.

B. Surveys of Potential Enrollment

Nine projects reported conducting formal surveys either of high school students or police officers, or both, to determine interest in a police science program. Others reported informal contacts with high school students or local chiefs of police. The Universities of Georgia and Wisconsin conducted what appear to be the most sophisticated and detailed surveys of potential student enrollment. In-service student interest will in part be dictated by the availability of departmental incentives such as pay increases and increased promotional opportunities. Actual in-service enrollment will depend to some degree on the extent to which slight accommodations will be made within a department. Surveys to determine in-service enrollment should not overlook these factors.

C. Articulation and Transferability

Articulation is the compatible connection of common programs among and between educational institutions. Transferability, its corollary, refers to the acceptability for credit by an educational institution of the courses and credits offered by another. Articulation is especially important where professional programs are offered (as they are in law enforcement) at both the two- and four-year institutions; transferability is important in situations in which the graduate of a two-year professional program undertakes to continue his studies at a four-year institution which may itself offer no program in his area of specialization. Problems involving both articulation and transferability are minimized where a co-ordinated statewide program is developed, such as was done at the Universities of Georgia, Hawaii, and Iowa.

Fifteen of the Police Science Curriculum Development projects reported that the problems of articulation and transferability were considered in the course of program development. Four programs in particular indicated action and progress worth noting.

Among the two-year curriculum development projects, that of the Tarrant County Junior College District appears to have displayed the most abiding concern for the transfer problem. In its guidelines established prior to actually working out a curriculum, the need for "articulation with a local four-year college" was recognized so that the graduate might "continue work toward a baccalaureate degree with a minimal loss of transfer hours." [28] Throughout the course of the project, articulation and transferability were kept in mind. The matter was the central subject of concern at a Technology Planning Seminar sponsored by Tarrant in 1967, prior to its first offering its curriculum. At this meeting it was agreed that most of Tarrant's courses would be accepted for transfer to a related four-year program. Tarrant's final project report indicates that an agreement has been negotiated with Texas Christian University whereby that institution will accept Tarrant's law enforcement courses as electives toward a baccalaureate degree in a related field. Sam Houston College was reportedly willing to accept "virtually all courses" toward its own baccalaureate degree in Law Enforcement.

In April, 1969, Tarrant sponsored a conference of Texas college administrators to further consider problems of articulation and transferability. The conferees agreed to establish a committee from among their number to develop a plan for the state. In recent correspondence with the writer, the coordinator of Tarrant's Law Enforcement program indicated that progress on the matter was being

made, "but ever so slow." Both the Texas Coordinating Board of Higher Education and the Texas Education Agency are presently working on the problem.

Four four-year programs, those at the University of Illinois, Virginia Commonwealth University, Wisconsin State University and Metropolitan State College have made notable progress in coordinating their programs with others within their respective states. During the first stage of its grant, program administrators from Illinois and the Chicago City Colleges developed jointly a program at Loop Junior College in Chicago which would be transferable to the Illinois program. Efforts were also made to work out transfer arrangements for graduates of the Police Science Administration Program at Triton Junior College.[29] Conversations on program compatibility are also in progress with three other institutions in the state.

Throughout the period of curriculum development at Virginia Commonwealth University, the program director met on matters of articulation and transferability with representatives of the Virginia Community College System. As a result of these meetings, the community college curriculum was modified to increase the number of its transferable courses without changing the essentially vocational orientation of these programs. A fully transferable two-year community college program was in contemplation for the recently completed academic year. Pending its implementation, students in the community colleges are advised of the transfer problem, thus insuring a minimum loss of credits.

Wisconsin State University at Platteville appears to have gone further than any of the other programs reviewed in establishing with any exactitude its own requirements for transfer of course credits. In a series of conferences held under the auspices of the University's Institute of Police Science and Administration, representatives of all law enforcement programs in the state established criteria for transferability between two- and four-year programs. The three major two-year programs in the state, those at Kenosha Technical Institute, Madison Area Technical College, and Milwaukee Technical College, have each been advised of which courses will be accepted for credit on transfer to the state university. The course in Patrol Procedures, for example, offered at all three schools, is not accepted. It is interesting to note in this connection that the original curriculum proposal at the state university itself was heavily oriented in the direction of training and was later shifted to the professional model.

D. Internships

One of OLEA's program requisites in its Police Science Curriculum Development Program was that the institution receiving a grant should to the maximum extent possible ". . . establish cooperation from law enforcement agencies in terms of internship work. . . ."[30] Despite this mandate, only eight project reports indicated anything concerning internships, ranging from mention of its being "under study" (University of Illinois) to the development of an extensive network of agencies into which student interns may be placed (Wisconsin State University—Platteville).

Among the two-year programs, Minot State College and Tarrant County Junior College indicated the availability of student internships. The arrangement at Minot is rather unique and consists of a uniformed student police patrol, "on and off campus." Minot's report does not indicate whether the students serve as a supplement only to a campus police unit, or whether they are vested with any law enforcement powers. The course description mentions only its value in offering an "opportunity to carry on a public relations program, an essential part of their training." At Tarrant, the student internship program was designed as a research situation on particular organizational and administrative problems of the agency to which the student would be assigned. He was to work in, but not actually be employed by the agency. In practice, internship has been limited to the enrollment of students in the Ft. Worth Police Cadet program. Success of the internship effort at Tarrant has been, according to its report, "less than spectacular."[31]

Among the four-year and combination programs, Mississippi, Virginia, Indiana, Metropolitan and Wisconsin State reported the inclusion of internship features in their curricula. The course description at Metropolitan is especially worth noting:

> *Field Experience*—A pre-planned sequence of actual on-the-job experience related to the student's occupational goal. Though the college work experience coordinates, carefully selected employers will provide a variety of experiences of increasing complexity that will be of significant educational value. Careful planning of the sequence of experiences will be done with each employer and for each occupational field. Class meetings will be held to include all students in related occupations within one division.
>
> Prerequisite: Permission of instructor.

Wisconsin State appears to have the most thoroughly developed network of internship placement agencies: fifty-nine municipal, county, state, federal, and private agencies located in twenty-two states.

It is generally assumed that an internship program possesses positive educational value, and this assumption probably can be documented, depending on the nature of the internship. Chancellor

Roger Heyns of the University of California, Berkeley, has suggested some guidelines for insuring optimum results from field work experience.[32]

> 1. *Academic control of the field situation*—"... The students must be geared into the agency to be sure that they aren't just additional manpower, or given routine assignments; real opportunities for learning must be provided. Class supervision is required, often requiring additional staff."
>
> 2. *Coordination of classroom learning and field experience*—"... The classroom learning must inform practice and vice versa. Mere uninterpreted experience is not enough."
>
> 3. *Maintenance of student posture*—"... The guiding concept for student behavior and experience is that he is a student—not a general citizen, not another member of the troops, and not an employee.

Measured against these standards, it may be said that the internship method at Minot is severely limited in the *range* of experiences available to the student, while at Tarrant, with students as police cadets, the scheme suffers under all three criteria. The internships at Mississippi and Virginia both require written reports, but there is no other indication of academic control of the placements. The very broad distribution of the placement agencies at Wisconsin State would seem to render academic control in that program next to impossible.

It has been the writer's experience with the cooperative work experience program in the College of Criminal Justice at Northeastern University that unless the agency is carefully selected and specific goals are developed in advance, an internship involves very genuine risks of becoming just another job. The problem is exacerbated at Northeastern since cooperative work assignments are fulltime on a quarterly basis, alternating with quarters in school.

There is another problem posed in internship programs. In order to maintain the requisite academic supervision over the student's experience, field work should be conducted reasonably close to the institution. If this is done, however, the number of available opportunities may be limited, especially if one thinks in terms only of law enforcement agencies. The problem may be relieved through use of other agencies dealing with similar client populations, an anti-poverty or welfare agency, for example.

One final comment may be made concerning internships. Generally, they have been conceived as having value only for the preservice student; the in-service officer already has "experience." Yet, if it is to be an extension and enhancement of classroom learning, there seems to be no reason why field work is not equally relevant for both groups. Indeed, it may be even more beneficial to the in-service officer by providing him, through observation and experience in another agency, with a triangulated method of comparison.

The practical difficulty of course, is the lack of time available for the in-servie officer who is usually a part-time student, to devote to the internship.

E. Other Program Features

The projects reviewed contain a number of other features which merit the consideration of anyone organizing and implementing a curriculum.

Ten of the twenty-eight projects undertook an *evaluation* of their curricula. In most cases the evaluation was conducted by the program directors themselves, or by students or employers, or by letter from administrators at other schools. The program at Wisconsin State University, however, has undertaken a series of symposia on curricula for criminal justice with a view to shaping and refining its offerings.

In four cases, outside experts in the field of law enforcement were engaged to evaluate project curricula between their first and second stages of development. The value of having done so clearly emerges from the project reports. For example, the late Joseph Lohman, then Dean of the School of Criminology at the University of California, Berkeley, evaluated the first stage curriculum at Metropolitan State College. As a result, the decision was made to place the law enforcement program on a "distinctly demanding level" and to reduce to a minimum the "nuts and bolts" courses. Following the evaluation of its first stage curriculum, Lorrain County Community College added more behavioral science, law and evidence courses, and reduced its course offerings in police administration. In depth evaluations were also conducted at Guam, Illinois, and Lorrain.

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Characteristically, outside evaluators recommended that the law enforcement program be given *departmental status* where it presently lacked it. Evaluators of the Lorrain and Illinois programs so recommended. It is interesting to note, however, that in only five of the twenty-eight projects was the program in a separate department of law enforcement. More often, and particularly in four-year institutions, the curriculum was placed within the department of political science, or sociology. At Wisconsin State University, the program is housed in the Shool of Social Welfare. Only Eastern Kentucky University has a separate school of Law Enforcement.

There is no doubt that the prospect of a separate department, school, or college for law enforcement or criminal justice is a seductive one. The status of the program is enhanced in the eyes both of potential students and of others in the college or University; the bargaining power of the program should also be reinforced. The establishment of a separate department or school is strong evidence of an institution's firm commitment to a program.

On the other hand, separate departmental or college status involves certain problems. It has at least the potential for reinforcing the isolation of faculty who may in any event feel outside the mainstream of the institution and for weighting faculty with individuals with rather narrow perspective. It is also at this time at least, especially difficult to justify a separate school or college. Many of the course offerings in law enforcement programs are duplicative of others offered in other curricula. Housing the law enforcement curriculum in a department of political science or sociology would have the value of minimizing the possibility that the curriculum will follow the training model. Requiring the approval of other departmental faculty is some insurance of academic quality. The risk, of course, is that a program which should be professional may become too abstract, too theoretical, too "social science." On balance, however, the gains would seem to outweigh this possible detriment.

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The *coordination and cooperation* which some programs have developed with police training academies merits specific mention. The Manager of Safety in Denver, for example, requested that Metropolitan State College conduct all Denver Police Academy training in Human Relations and Police-Community Relations "on the college level and for college credit." The Denver Police Department has also requested the College to assist in planning in-service training courses for all Denver Police. Tarrant County Community College offers extension courses to recruit classes at the Fort Worth Police Academy. These extramural undertakings have the advantage not only of promoting healthy working relationships between the academic and training institutions; they ease the student's scheduling and attendence problem as well.

The *problem of scheduling* may be reduced through development of correspondence courses, as at the University of Mississippi, through the establishment of off-campus sites for instruction or concentrated summer sessions as Eastern Kentucky University has done, and through scheduling of identical day/evening courses as several schools, including Jefferson State Junior College, Tarrant

County Community College, Weber State College, and Metropolitan State College, have done.

* * * * * * * * * *

While it may be appropriate for a college to offer, and a police academy to grant, credit for college courses offered at an academy, it is of dubious value to offer college credit for training courses, especially those taken outside the college. None of the curriculum development projects indicated any disposition to do this. Tarrant County Community College has, however, developed a method whereby certain individuals may *"challenge" particular courses* through examination. The challenges are limited to law enforcement courses, and no more than three credits in one semester and 12 semester hours credit overall may be obtained in this manner. However, to be eligible to challenge a course, the student must have at least five years of full-time law enforcement experience, three of which must be in the area challenged.

In the course of program development at the College of the Virgin Islands, the director conducted a survey of practices in this area of 196 degree-granting programs in police science throughout the United States. Of the 132 institutions responding, fifty-nine indicated that they *did* grant credit ranging from 1 to over 21 semester hours of credit for basic municipal or state police academy training, FBI National Academy, on-the-job experience, military service, and combinations of these. The Director of the Virgin Islands program recommended that credit for such training and experience not be granted; that programs standardize methods of evaluating all academic achievements; and that attempts be made to eliminate duplication and overlap between training and educational institutions. The Tarrant system of permitting courses to be challenged seems a not inappropriate method of accommodation in situations in which one curriculum is offered for all levels of in-service personnel. On the other hand, it would appear that for one who may successfully challenge courses of one sort, courses in other areas could profitably be offered as alternatives. Granting credit for training or work experiences and permitting the student to challenge academic courses implies that there is no curriculum which is appropriate to all levels of professional activity. This is probably an unwarranted assumption concerning which more will be said below.

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It was perhaps premature for the curriculum development projects to concern themselves at the outset with matters of *student placement*. On the other hand, law enforcement programs have been in being for forty years with little apparent thought given to

what becomes of their graduates. It is noteworthy, therefore, that the University of Illinois program has built in specifically a placement service for its students. The systematic collection of career opportunities has been initiated; a mailing list of over 150 potential employers has been prepared. An information brochure describing the program was mailed to law enforcement agencies throughout Illinois and the country, together with an invitation to each agency to submit career opportunities and to visit the campus to interview students. All senior students are required to attend counseling sessions prior to their final quarter in residence so that they may be made aware of the information accumulated. Such in-depth efforts to insure that students and employers are placed in contact with one another merits careful consideration by every criminal justice program.

IV. SUMMARY AND CONCLUSIONS

There can be little doubt that OLEA's Police Science Curriculum Development Program has been an outstanding success. It has stimulated new programs in a sorely undeveloped academic field and in states which previously had no programs in criminal justice; and these programs have in many cases stimulated the development of others in the state. The program has also encouraged an examination of pre-existing law enforcement curricula and has stimullated the accumulation of information on them which has not previously been available. It has promoted dialogue on the educational needs in criminal justice and has provided, through the requirement of project reports, a foundation for further study and evaluation in the field. This report has sought to utilize the data accumulated to advance the development of sound educational programs in criminal justice.

A. Curriculum Guidelines

From the preceding review and analysis of these projects, it is possible and worthwhile to attempt the statement of some guidelines for the future development of academic programs in criminal justice. The following are offered:

1. *Consideration should be given to the development of differential curricula for different student populations.* At least three different student populations may be identified the pre-service student; the in-service line officer (the patrolman); and the in-service supervisor or administrator. Each of these groups has distinctive professional needs; yet almost without exception the curricula reviewed fail to reflect this fact. One exception was Lorrain County Community

College which concluded that it should stress subjects important to the patrolman and de-emphasize administration courses. The fact cannot be overlooked that law enforcement careers are subject to a rank system requiring widely divergent skills depending on whether one is a patrolman or an administrator.

2. *Training should be provided by other than academic agencies.* While coordination should be developed and maintained between the educational and the training institutions, their separate roles should be clearly established and maintained. It ill serves the needs of the profession for the academic institution to assume a training role, however much training may otherwise be unprovided for. To do so inhibits the growth of training facilities and dilutes the educational strength of the academic program.

3. *Programs designed to accommodate part-time students should be considered and designed as interim only to be eliminated at the earliest practicable moment.* It is obvious that for the present and for an unpredictable time in the future, professional education must proceed on two fronts: for the pre-service and for the in-service student. This is necessary to close the educational gap. Yet it seems equally obvious that for professional higher education to have its fullest impact on the criminal justice system, the educational experience must be a sustained and uninterrupted one in which habits of thought, ethical standards, and patterns of behavior become well established in the individual prior to the commencement of a career in which all of these become highly subject to revision and compromise.

4. *Consideration should be given to structuring divided educational sequences to reflect the needs of the profession in terms of the individual's career progress and in light of the foreseeable educational demands of the profession.* At this time, despite the recent emphasis on higher education for law enforcement, most law enforcement agencies give scant recognition to its achievement in terms of salary differentials or of assignments; lateral entry remains the exceptional situation. Since it is probable that recognition of any college education as an entrance requireemnt will be some time in coming and since there are no firm indications that any radical changes in the organization of law enforcement agencies will be immediately forthcoming, it may be assumed that two years of higher education is appropriate for the individual at the entrance level in terms both of what he may expect to be paid and the work assignment he may expect to be given. At the same time, the accumulation of graduates of two-year programs should serve to stimulate the improvement of salaries and assignments in order to attract them. The additional two years necessary to obtain a baccalaureate degree should be reserved for a point later in the professional's career, at a time when he is about to undertake a supervisory role in law enforcement.

5. *It should be assumed that the student will at some point desire to continue his professional education.* With the entire field of criminal justice higher education so much in a state of ferment and development, it is a disservice both to it and to the student to offer programs which are any less than completely transferable to others. By insuring transferability, flexibility is preserved, vital in any situation in which the future contains so many unknowns.

6. *Opportunities for practical applications of classroom developed theories and skills should be provided as an integral part of the total professional educational experience.* To the extent that disparities exist between theory and practice, every effort should be made to reduce them by molding acceptable behavior patterns before the student is confronted with on-going job situations.

Within these very general guidelines, it is useful to attempt to structure, not one curriculum, but several curricula as models or illustrations of what has been argued and proposed in this report. In doing so, it must be stressed, however, that the following are illustrations only and that they are subject to tailoring to meet the special needs of particular locales and the educational requirements

of the institution offering the program as well as others to which the student may transfer. They are, in other words, *models* and not *blueprints*. Nor should one overlook the fact that several of the curricula discussed in this report represent excellent models of their respective types, namely those of Tarrant County Community College, Rider College, University of Wisconsin, Wisconsin State University, Metropolitan State College and the University of Illinois.

B. Two-Year Curricula

1. *Pre-service and in-service (line)*

First Year

first semester	*second semester*
3—Human Relations	3—Human Relations
3—English and Humanities	3—English and Humanities
3—Science	3—Science
3—Introduction to Criminal Justice-I	4—Criminal Law and Procedure
3—Foreign Language or Special Study	3—Foreign Language or Special Study
15 Sem. Hrs.	16 Sem. Hrs.

Second Year

first semester	*second semester*
3—Human Relations	3—English and Humanities
2—Introduction to Criminal Justice-II	3—Police Operations
2—Evidence	3—Foreign Language or Special Study
3—Foreign Language or Special Study	6—Skills Development II
5—Skills Development I	
15 Sem. Hrs.	15 Sem. Hrs.

Course Descriptions

Human Relations—An integrated study of the fundamentals of the behavioral and social sciences to include sociology, psychology, social psychology, race relations, anthropology, the psychology of deviant behavior, political science and economics, correlated with relevant materials in Science and the Humanities.

English and Humanities—An integrated study of the English language and literature, history, fine arts, logic and philosophy, correlated with revelant materials in Science and Human Relations.

Science—Fundamentals of biology, chemistry and physics correlated with relevant materials in Human Relations and the Humanities and with emphasis on the scientific method of inquiry.

Foreign Language or Special Study—A choice should be offered the student to take a foreign language where it will be of practical professional value or where it may be required by an institution to which he may transfer. The language offered probably should be Spanish (or in some cases French) and should be taught in conversational manner with emphasis also on the nature of specific Spanish-speaking sub-cultures in the United States. In situations where the foreign language has only limited value or is not necessary for transfer purposes, the student should be provided a choice of courses directed to the study of special problems within his planned geographic work area. Students studying and/or planning careers in certain of the western states might, for example, be given the option of studying the American Indian.

Introduction to Criminal Justice-I—A survey of the component parts of the criminal justice system—law, law enforcement, the judiciary, and corrections—historically and analytically and in respect of the inter-relationships among and between the several parts.

Introduction to Criminal Justice-II—Basic criminology, including scientific approaches, the sociology of criminal behavior, the nature and extent of crime, and behavior systems in crime.

Criminal Law and Procedure—The substantive law of crimes, including the general and special parts of the criminal law; the criminal process from investigation through arrest, prosecution, conviction and sentencing. Emphasis is placed on procedural matters especially affecting law enforcement such as arrest, search and seizure, interrogation, wiretapping, entrapment, and pre-trial publicity.

Evidence—The presentation of a criminal case in court developed through case study. The collection, preservation and presentation of physical, documentary, and testimonial evidence.

Police Operations—An analysis of the organization and function of two major police operations: patrol and investigation. Purpose and effectiveness of differential patrol systems and their applicability to particular conditions. Priorities in criminal investigation; inductive and deductive approaches to crime "solution;" introduction to forensic science.

Skills Training—The practical application of theoretical principles developed in the classroom in supervised and controlled environmental situations. Particular areas of concern will be interpersonal behavior in criminal, quasi-criminal and non-criminal situations, including decision-making on official intervention; personal behavior in patrol and investigative operations; and case presentations as prosecutor and witness (moot court). Use should be made of such techniques as role-playing, continuing evaluation, and small group discussion.

2. *In-Service (staff)*

First Year

first semester	*second semester*
3—Human Relations	3—Human Relations
3—English and Humanities	3—English and Humanities
3—Science	3—Science

3—Foreign Language or Special Study
3—Police Organization and Administration

3—Foreign Language or Special Study
3—Personnel Management

Second Year

first semester

3—Human Relations
3—Foreign Language or Special Study
4—Police Operations
5—Skills Development

second semester

3—English and Humanities
3—Foreign Language or Special Study
3—Police Community Relations
3—Police Operations
3—Skills Development

Course Descriptions

Police Organization and Administration—The principles of administration and management in their application to law enforcement agencies. A study of police organizational structure and the responsibilities and interrelationships of administrative and line-and-staff services. An analysis of the functional divisions of a modern police operation in its application to the public safety needs of the community. Consideration of alternative and comparative models of law enforcement organization.

Personnel Management—Principles of personnel management and supervision in individual and group situations. Principles of leadership and teaching.

Police Operations—A detailed analysis of the nature, purpose and functions of major law enforcement operations to include patrol, investigation, traffic, research, and juvenile divisions.

Police Community Relations—A survey of the numerous and complex factors involved in the area of human relations and its effects on policing and police management. Examination is made of prejudice and discrimination and their effects and implications for police in a changing and interacting society. The history and development of civil rights and liberties is surveyed. Consideration and discussion of the modern police officer as generated by the balance of the requirements of peace and order and of individual rights and liberties.

The foregoing two-year curricula are designed to be fully transferable to four-year institutions at which the student may complete his studies leading to the baccalaureate degree in either criminal justice or another major area. The ability to do so, of course, necessarily requires pre-arrangement between the institutions involved.

B. *Four-Year Curricula*

First Year

first semester

3—English and Humanities
3—Human Relations

second semester

3—English and Humanities
3—Human Relations

3—Science
3—Introduction to Criminal Justice
3—Foreign Language

3—Science
3—Introduction to Criminal Justice
3—Foreign Language

Second Year

first semester

3—English and Humanities
3—Human Relations
3—Science
3—Criminal Law and Procedure
3—Foreign Language

second semester

3—English and Humanities
3—Human Relations
3—Science
3—Evidence
3—Foreign Language

Third Year

first semester

3—Police Community Relations
3—Police Organization and Management
4—Skills Development
5—Electives

second semester

3—The Patrol Function
4—Skills Development
4—Electives
4—Criminalistics

Fourth Year

first semester

3—The Investigative Function
3—Police-Juvenile Problems
4—Skills Development
5—Electives

second semester

3—The Traffic Function
3—Comparative Police Systems
4—Skills Development
5—Electives

Course Descriptions

The Patrol Function—Consideration of the nature and purpose of patrol, determination of type, strength, and deployment of patrol forces. Evaluation of the future of patrol and of methods for increasing patrol effectiveness.

The Investigative Function—An analysis of the nature and purpose of criminal investigation, the tools employed in its conduct, and the use of inductive and deductive reasoning techniques in the reconstruction of a criminal event. Attention will be given to crime scene search, the interview and interrogation of witnesses and suspects, the use of informants, techniques of surveillance, and special investigative techniques.

The Traffic Function—The nature and purpose of traffic control with emphasis on police techniques of modern traffic control and traffic law enforcement as a link in the chain of responsibility extending through the legislature, traffic engineering, the courts, and motor vehicle bureaus.

Criminalistics—An introduction to the organization, capabilities, and uses of a modern criminalistics laboratory, including chemical and microscopic analysis, and photographic techniques in the identification and comparison of evidentiary materials.

Police-Juvenile Problems—The police role in the prevention and control of juvenile delinquency, in conjunction with other agencies in the community, organization of a juvenile bureau; techniques of prevention and control.

Comparative Police Systems—A study of various police systems throughout the world with particular attention to the applications of particular techniques to American systems of law enforcement.

Electives—Since elective courses depend to a considerable extent on the other available resources of the college and felt needs of the jurisdiction, no attempt has been made to delineate them. Electives may be in the field of criminal justice or in related fields of psychology, sociology, public administration, etc. Local preference should determine whether and to what extent electives should be structured into a program of minor studies.

V. POSTSCRIPT

Earlier in this report, it was pointed out that curriculum development in law enforcement higher education has proceeded largely without benefit of task analyses to determine the varieties of roles for which police officers should be educated. There is another important matter concerning police organizations which deserves mention here. This is the extent to which a law enforcement agency (or more properly speaking, the municipal agency which is responsible for establishing salaries, entrance and promotional requirements) makes particular provisions for attracting and retaining college educated individuals into its ranks. For it goes without saying that unless substantial retentive features are built into the agency's structure, the professionally educated individual will seek a career elsewhere.

Crockett and Moses have charted the results of a 1968 survey of police departments throughout the United States showing the extent to which incentives are offered the police officer for college education.[33] The incentives reported include arranging working hours to avoid class conflicts, the payment of tuition, credit for college work on promotional examinations, and increased starting salaries for college completion. Altogether, returns were received from 783 agencies in 50 states and Puerto Rico. The responses to specific inquiries, notwithstanding that the information is now somewhat dated, is not especially encouraging. Only 68 agencies (.86%), for example, reported giving credit for college courses on promotional examinations; 33 (.42%) departments reported pay increases available for completed college courses; and only 20 (.25%) departments reported the availability of higher starting salaries for the college graduate. These figures are even more depressing when one considers that in these three areas, 26, 12 and 6 departments, respectively, were in California. One cannot be especially sanguine concerning the impact that higher education will have on law en-

[33]

forcement as long as there is so little incentive for the college graduate to enter police work.

One may argue that this is a kind of chicken and egg situation, that incentives will be forthcoming once there are significant numbers of graduates of college law enforcement programs seeking entry into police work. The fact is, however, that with the tremendous growth in college programs in recent years, such numbers will very soon be appearing on the scene, and if provision is not made for them in advance of their arrival it is not likely that they will be interested either in waiting for incentives to accrue in future or in settling for less than that to which their education legitimately entitles them.

Perhaps one reason why the development of incentives has not progressed further is that police officers themselves question the value of higher education in law enforcement. Recently, a high ranking officer in a metropolitan police department commented to the writer, "We simply don't see what value there is in all this higher education." In a survey of every police chief in cities of 50,000 and over and of a random 25% sample of chiefs in cities from 25,00 to 50,000 population, conducted by IACP, less than half of the respondents reported feeling that two years of college should be the minimum educational level for patrolmen; and only 15% said they thought the requirement should be four years of college. Certainly, the question of value from having college educated police officers is one which needs further study. On the other hand, there seems to be no reason why municipalities should not take the first step by establishing salary increments for college work. This proves no threat to those already in police work and would offer some assurances of obtaining the educated personnel on which empirical studies of differential effectiveness could be conducted.

Several of the OLEA curriculum development projects reports indicated that some pay incentives were provided by departments in their jurisdictions. In Iowa, for example, the Ft. Madison Police Department pays $1.00 per month for each semester hour of college work completed. A survey of 56 police departments in Wisconsin, conducted by program administrators at the University of Wisconsin-Milwaukee, revealed that nine departments offered pay incentives for college work and 26 considered such work for promotion. It appears not unlikely that the involvement of police administrators in the development of the curricula in project areas may have led to the development of departmental incentives as well. The director of the program at Eastern Kentucky University has collected data on pay and other incentives nationwide and has dis-

seminated this information to every police chief in his state. The impact that this has had is not, however, reported.

It has been the writer's experience that students, both those enrolled in criminal justice programs and those considering enrollment, are keenly interested in opportunties available to them following completion of their college experience. Answers are not easily provided to these questions. It goes without saying that they need to be and that administrators of college law enforcement programs are in a unique position to stimulate communities in their states to action. One who has faith in the value of his enterprise should experience little difficulty in convincing others, however unprecedented this role may be for the academic.

VI. REFERENCES

1. Crockett, *Law Enforcement Education: 1968* (IACP, 1968).
2. Executive Order No. 11236, July 23, 1965.
3. Law Enforcement Assistance Act of 1965, P.L. 89–197, 79 Stat. 828 as amended by P.L. 89–798, 80 Stat. 1506.
4. Omnibus Crime Control and Safe Streets Act, P.L. 90–351, §406.
5. *The Challenge of Crime in a Free Society,* (U.S. Government Printing Office, 1967).
6. *Id.*, at 109, 110.
7. OLEA, *Police Science Degree Programs: A Conference Report,* Project No. 67–28 (1967).
8. National Institute for Law Enforcement and Criminal Justice, Grant No. NI–033 (1969).
9. The earliest attempt discovered to determine specifically the tasks performed by each member of a police department is a job analysis conducted and published by the California Department of Education in 1932. More recent studies of related significance include: *The Police In West Virginia* (OLEA, 1968) which contains a brief outline of position categories and work performed; *Implementation of Improved Police Training Programs* (OLEA, n.d.) which included the formulation of performance requirements on the basis of which a valid training program could be developed; and *Psychological Assessment of Patrolman Qualifications In Relation To Field Performance* (LEAA, Project No. 046, 1968), which included a job analysis of Chicago patrolmen for the purpose of determining behavioral requirements of the job and thence instruments for determining the extent to which patrolman applicants met these requirements.
10. Tarrant County Junior College, OLEA Grant No. 297.
11. See, e.g., Niederhoffer, *Behind The Shield: The Police in Urban Society* (1967); Wilson, *Varieties of Police Behavior* (1968); Chevigny, *Police Power: Police Abuses in New York City* (1969). Chevigny remarks, "... Police attitudes are deeply rooted in the requirements of the job and of society. Education alone cannot change them." (p. 131).
12. Clark and Chapman, *A Forward Step: Educational Backgrounds for Police vii* (1966).
13. Kreml, "The Role of Colleges and Universities in Police Management," in *The Police Yearbook: 1966,* at 34 (IACP, 1966).
14. LEAA, Office of Academic Assistance, *Law Enforcement Education Program Manual,* 1969, II–9.
15. See, *Police Training and Education In Illinois,* Public Administration Service

(1968), Table 30—Status of Statewide Law Enforcement Officers Training in the United States, 1968.

16. University of Hawaii, OLEA Grant No. 250, p. 11.
17. Metropolitan State College, OLEA Grant No. 181, p. 19.
18. Those of Wisconsin State University-Platteville and Metropolitan State College.
19. University of Missouri, OLEA Grant No. 166, p. 65.
20. Rider College, OLEA Grant No. 247, Appendix, Preamble to State Master Plan for the New Jersey Higher Education Program in Law Enforcement.
21. University of Illinois (Chicago Circle), OLEA Grant No. 251, p. 34.
22. University of Illinois (Chicago Circle), OLEA Grant No. 111, p. 9.
23. University of Mississippi, OLEA Grant No. 094, p. 22.
24. Course descriptions from the University of Wisconsin-Milwaukee were not available.
25. University of Illinois (Chicago Circle), OLEA Grant No. 111, p. 19.
26. University of Mississippi, OLEA Grant No 094, p. 10.
27. University of Wisconsin, OLEA Grant No. 203, Program Proposal for Bachelor of Science in Social Welfare, p. 4.
28. Tarrant County Junior College, OLEA Grant No. 297, p. 13.
29. University of Illinois, OLEA Grant No. 251, p. 26.
30. OLEA, Guidelines, *Special Program For Development of Degree Programs In Police Science* (1966), p. 2.
31. Tarrant County Junior College, OLEA Grant No. 297, p. 51.
32. Heyns, "The University As An Instrument of Social Action", in Mintner and Johnson, eds., *Colleges and Universities As Agents of Social Change* 36 (WICHE, 1968).
33. Crockett and Moses, *Incentive Plans for Law Enforcement Education, 36 The Police Chief 28* (No. 8, August, 1969).

APPENDIX

ROSTER OF OLEA POLICE SCIENCE CURRICULUM DEVELOPMENT PROJECTS

The following roster of projects is provided for those who may wish to pursue more fully matters discussed in this report. Copies of each of the reports are on file at the Law Enforcement Assistance Administration's Public Information Office, 633 Indiana Avenue, Washington, D. C. They are, however, generally not available for circulation outside LEAA's offices. Individuals interested in obtaining copies are therefore advised to correspond directly with program directors.

The capital letter in parentheses following each listing represents the category into which the writer has placed the program: (P) for Professional; (T) for Training; (S) for Social Science; (P-T) for Professional-Training, etc. An asterisk (*) following the project number indicates that this report was not available for review.

1. Two-Year Programs

University of Georgia
Institute of Government
Terrell Hall
Athens, Georgia 30601
J. P. Morgan, Jr., Admin.
Police Science Division
OLEA Grant Nos. 058 and 245 (T–P)

University of Guam
P. O. Box EK
Agana, Guam
J. Thomas Alstrom, Director
Police Science and Law Enforcement Program
OLEA Grant No. 189 (T)

University of Hawaii
Community College System
Honolulu, Hawaii
Robert E. Lansing, Coordinator
Police Science Degree Program
OLEA Grants Nos. 078 and 250 (T)

University of Iowa
Iowa City, Iowa
Richard L. Holcomb, Director
Bureau of Police Science
OLEA Grants Nos. 122 and 318 (T)

Jefferson State Junior College
2601 Carson Road
Birmingham, Alabama 35215
James L. Pugh, Chairman
Department of Law Enforcement
OLEA Grants Nos. 112 and 269* (T)

Lorrain County Community College
1005 North Abbe Road
Elyria, Ohio 44035
George Rosbrook, Director
Police Science Program
OLEA Grants Nos. 117 and 243 (T)

Loyola University
New Orleans, Louisiana

Raymond P. Witte, Director
Evening Division
OLEA Grants Nos. 233 and 392 (T)

Minot State College
Minot, North Dakota
Robert J. Connor, Director
Law Enforcement Program
OLEA Grant No. 108 (T)

Nevada Technical Institute
University of Nevada
Stead Campus
Reno, Nevada 89506
Kenneth Braunstein, Chairman
Law Enforcement Program
OLEA Grants Nos. 105 and 249 (T)

Rider College
Trenton, New Jersey 08602
Donald J. Apai, Director
Special Programs
OLEA Grants Nos. 120 and 247 (P)

Tarrant County Junior College District
828 Harwood Road
Hurst, Texas 76053
Joe D. Galloway, Coordinator
Law Enforcement Program
OLEA Grants Nos. 121 and 297 (P–T)

Weber State College
Ogden, Utah 84403
Dr. Alten B. Davis, Chairman
Department of Political Science
OLEA Grants Nos. 118 and 315* (T)

College of the Virgin Islands
St. Thomas, V.I.
Wilbur R. Brantley, Director
Police Science and Administration
OLEA Grants Nos. 183 and 326 (T)

2. Four-Year Programs

University of Illinois at Chicago Circle
Box 4348
Chicago, Illinois 60680
Arthur J. Bilek, Director
Administration of Criminal
Justice Curriculum
OLEA Grants Nos. 111 and 251 (P–S)

University of Mississippi
University, Mississippi
Richard B. Compton, Director
Law Enforcement Programs
OLEA Grants Nos. 094 and 285 (P)

University of Missouri-St. Louis
8001 Natural Bridge Road
St. Louis, Missouri
Dr. Gordon E. Misner, Director
Admanistration of Justice Program
OLEA Grants Nos. 166 and 344* (P)

University of Oklahoma
Norman, Oklahoma 73069
Samuel G. Chapman, Director
Law Enforcement Program
OLEA Grants Nos. 107 and 288 (T)

Virginia Commonwealth University
(formerly Richmond Professional
Institute)
Richmond, Virginia 23220
C. R. Hormachea, Chairman
Department of Law Enforcement
OLEA Grants Nos. 077 and 244 (P–T)

Southe[illegible] Oregon College
Ashl[illegible]regon
J. El[illegible] Dunn, Director
Law Enforcement Program
OLEA Grants Nos. 116 and 299* (T)

University of Wisconsin-Milwaukee
School of Social Welfare
Milwaukee, Wisconsin
Carl W. Hamm, Coordinator
Criminal Justice Program
OLEA Grant Nos. 203 (P–S)

Wisconsin State University-Platteville
Platteville, Wisconsin 53818
Richard S. Post, Director
Department of Police Science
and Administration
OLEA Grant No. 211 (P)

3. Combination Two- and Four-Year Programs

Boise College
Boise, Idaho
Ralph M. Tipling, Director
Criminology Major—Bachelor of Arts
Program
OLEA Grants Nos. 083 and 246 (T–P)

Eastern Kentucky University
Richmond, Kentucky 40475
Robert W. Posey, Director
School of Law Enforcement
OLEA Grant No. 047 (T)

Indiana University of Pennsylvania
Indiana, Pennsylvania
Harry W. More, Director
Police Science Program
OLEA Grants Nos. 059 and 252 (T)

Metropolitan State College
250 West Fourteenth Avenue
Denver, Colorado 80204
Carleton Reed, Director
Law Enforcement and Criminology
OLEA Grants Nos. 181 and 278* (P)

University of Nebraska at Omaha
Omaha, Nebraska
Gaylen Keuchel, Chairman
Law Enforcement Department
OLEA Grant No. 371*

Memphis State University
Memphis, Tennessee
Arthur J. Crowns, Director
Division of Law Enforcement
Department of Sociology and
Anthropology
OLEA Grants Nos. 057 and 248 (P–S)

Part 2

HIGHER EDUCATION IN CRIMINAL JUSTICE—A Status Report

PREFACE

McLuhan is right. The medium *is* the message. The printed word can only be a pale reflection of the events they seek to describe; and this essay on higher education in criminal justice can give an inkling only of the state of the matter in the recent past. Events have and are even now overrunning it. It is, in a sense, obsolete. It undertakes to tell it like it was, not like it is. Salvation lies, if at all, in the fact that our past is prelude only when it is less than fully comprehended. To add a bit to this comprehension is the writer's modest goal.

Modesty is in order also because the investigation here reported was essentially that of one individual over a short span of time, and with limited financing. Its scope is therefore limited; it does not purport to be a catholic coverage of the subject. Moreover, it is explicitly less than wholly objective, based not only on "data" collected, but on the writer's experience, observations, and conversations with knowledgeable individuals. "The judgments and conclusions reported here, however, are the writer's own; not because he invented them, necessarily, but because he earnestly believes them. In any event it is not likely that others will hasten to appropriate them.

Probably what is said here will raise more questions than it answers. For some, this may appear to be a shortcoming, perhaps because their minds are already made up. But it is meant to provide some illumination, to advance the dialogue. And I am satisfied if it is considered controversial.

Acknowledgments are invidious; the roster never is complete, and mine is no exception. So be it. Some individuals have helped me more than others, however, and they deserve this kind of thanks. Professor Sheldon Krantz, former Executive Director of the Massachusetts Governor's Committee on Law Enforcement and the

Administration of Criminal Justice, and his entire staff, provided the intellectual environment, stimulation, and encouragement needed to sustain this enterprise. William Caldwell, Director of LEAA's Office of Academic Assistance smoothly assisted in greasing bureaucratic skids. June Hetler was an invalualbe assistant in all phases of the endeavor as well as a competent contributor of parts of this report. James Swain, program supervisor of this project for LEAA's Institute of Law Enforcement and Criminal Justice, which financed the study, was a gentle and reflective counselor. Lt. Charles Gilligan, Commandant of the Massachusetts State Police Training Academy, offered critical counterpoint to the writer's ideas. And finally the writer wishes to thank his colleagues in the Criminal Justice Group at Arthur D. Little, Inc. for permitting him to purloin the time in which to write this report and to his secretary, Miss Diane Balter, for her helpful commentary and tireless efforts in producing it.

I. INTRODUCTION

The phrase "criminal justice system" to describe those institutions of social control which have authority to enforce sanctions against violators is one of current popularity. In its broadest sense it is meant to cover the police, public prosecutors, the courts (to the extent of their criminal jurisdiction), and our correctional agencies, both those which operate in the community (probation and parole) and those which operate institutions for confinement. Realistically, however, we do not have one "system" of criminal justice, and it is doubtful that the institutions mentioned above could even be said to be part of *any* system. We are discovering that these institutions do not always (or in some cases, ever) function in coordination with one another and that, on the contrary, they are very likely to be operating at cross purposes. It is not the purpose of this report to discuss here the reasons for this situation or what might be done to cure it. The fact needs to be noted, however, because when one talks about higher education for criminal justice it is important to keep in mind that the world of practice for which this education is designed as preparation is not a standardized one in even a loose sense, such as might be said of law or medicine. On the contrary, the world of criminal justice is composed of thousands (39,750 police departments alone!) of departments, bureaus and agencies for whom terminology and not much more is the most important common denominator and among which the differences in philosophy, goals, and operational methodologies exceed by far the similarities. Education for criminal justice, therefore, to be realistic, must be specific and particularized.

Higher education programs in law enforcement and criminal justice are not especially new phenomena in the United States. The University of Southern California has, for example, since 1929, offered advanced degrees in public administration with a specialization in law enforcement; Michigan State University has offered the Bachelor of Science Degree in Police Administration since 1935. The increase in the number of such programs has until recent years, however, been quite modest. In 1960 only 26 institutions offered full-time law enforcement programs at all levels in higher education, and of these, 22 were in the California state college system. Reasons for this slow growth are not difficult to determine. Entrance standards for police and correctional work have rarely included education beyond high school, and many jurisdictions did not require even that. Command level personnel came almost exclusively from within the ranks, and exceptions to this rule (as with the appointment from without of a large city police commissioner) were individuals who carried with them independent professional preparation, usually in a related discipline such as law.

The decade of the 1960's, however, witnessed a dramatic expansion in the number of higher education programs. By 1965, the total number of colleges and universities offering them had more than doubled nationwide, although again, of the 64 known institutions offering such programs that year, 32 were located in California. By the Fall of 1968, there were, according to a survey conducted by the International Association of Chiefs of Police, 261 programs in law enforcement available in 234 separate institutions.

The proliferation of programs in recent years has been dramatic to say the least, and there are good reasons to believe that such growth will continue unabated for the next several years. As of July 1, 1969, 519 institutions had applied to the Law Enforcement Assistance Administration's Office of Academic Assistance for scholarship and loan funds made available under the Safe Streets and Crime Control Act of 1968. Of this number, 395 schools indicated the availability at their institutions of a program of courses "directly related" (i.e., courses specifically in criminal justice) to law enforcement. For fiscal 1971, the number is even greater. Altogether, 880 programs in 54 jurisdictions were funded through the LEEP program. Of these, 621 were indicated as having programs "directly related" to law enforcement.

It is not altogether fatuous to consider briefly some of the reasons for this dramatic and unique growth in academic interest in criminal justice higher education. The financial subsidies offered by LEAA's Office of Academic Assistance have no doubt had their impact in recent years; but it is possible that program growth would

have accelerated notwithstanding this catalyst, although not perhaps at quite the rate that has in fact been the case.

History probably will confirm the view that the 1960's were the commencement of a time in which social change became accelerated and the nature of change itself became transformed. For the moment, however, the events of the past decade are seen as dramatic and discouraging evidence of a failure of our institutions to meet, effectively contain, and cope with damaging and disruptive social and political events. The roster is a painfully familiar one: the assassination of a president; riots in urban ghettos; "campus unrest"; senseless mass murders; "crime in the street." It matters little that each of these tragedies and conditions has its parallel in our past. What does matter is that because we have today an instant awareness of events they are perceived separately and together as evidence of a singlar phenomenon: "a breakdown in law and order."

Governments are, because they are designed to be, conservative, that is, static. Democratic governments are especially so because they rest, in principle at least, on the necessity of response to the will of an electorate; and a federal government which in addition to being responsive can respond only to the extent of its limited powers must inevitably be the most conservative of all forms of government. The United States is no exception. Caught between the demand to respond to internal problems and its inherent inability to do so, our strategy is to appoint a national commission to study the problem. It is a popular and sometimes productive method of dealing with the situation. The problem of the 1960's was crime and how it was to be dealt with.

In July, 1965, President Johnson established through executive order the Commission on Law Enforcement and the Administration of Justice (the National Crime Commission). Later the same year, he signed the Law Enforcement Asistance Act, creating the Office of Law Enforcement Assistance. OLEA's mandate was to foster new approaches, new capabilities, and new resources for dealing with crime and criminals through a program of federal aid. In 1968, with the passage of the Omnibus Crime Control and Safe Streets Act, the Law Enforcement Assistance Administration (LEAA) was created and the work of OLEA merged with it. Under this most recent legislation, LEAA is authorized "to carry out programs of academic educational assistance to improve and strengthen law enforcement."

The National Crime Commission was charged with the responsibility of studying, reporting, and making recommendations for improvement of all facets of our criminal justice system. Under the

able leadership of Professor James Vorenberg, the Commission assembled a staff of intelligent, educated, competent professionals, supported by a network of consultants drawn mostly from the academic world. The series of reports issued stand as outstanding compilations of problems and proposed solutions.

In studying the problems of personnel, the Commission found what it considered to be an unacceptably low level of educational preparation for careers in the field. Only a small fraction of police, for example, were found to have educations beyond high school. It was almost inevitable, therefore, that among their recommendations would be that police departments take immediate steps to establish a minimum requirement of a baccalaureate degree for all supervisory and executive positions; and that all departments should aim eventually at having all personnel with such degrees.

Earlier, in 1966, OLEA had undertaken to encourage higher education for law enforcement through a series of curriculum development grants to two- and four-year institutions throughout the nation. Altogether, twenty-eight colleges and universities received 48 grants totaling nearly one million dollars. First priority was given to schools in states which had no higher education programs in criminal justice. Second priority was given to colleges in metropolitan areas without such programs. Funds were supplied to fourteen institutions to develop two-year programs, to eight institutions to develop four-year programs, and to six institutions to develop both two- and four-year curricula. Fifteen of the programs funded were the first of their kind (either two- or four-year) in their state. All but one of the grantees developed and now has in operation a degree program in law enforcement or criminal justice. As of November, 1969, nine of them remained as the *only* program available in their state.

Building on the program development of the thirty years prior, OLEA's curriculum support and the recommendations of the National Crime Commission have generated an expansion in programs in higher education in criminal justice which is without educational parallel, save perhaps for the sputnik phenomenon of the nineteen-fifties.

The Interim Report on Curriculum Development Projects submitted on this project, and indeed the financing of this entire study, assumes a broad and broadening role for higher education in the advancement of competence in our instrumentalities of criminal justice. Encouragement is coming now from the states as well in the form of pay incentives and promotional requirements for college work and tuition remissions for in-service personnel who enroll in programs at state-supported institutions.

Throughout all of these developments, however, there has been scant inquiry into or even discussion of whether we are on the right track in making these assumptions. Education, like motherhood, is difficult (and dangerous) to take issue with. And in an era of its increasing availability it is natural that higher education should be seized upon as a means for relieving nagging problems of the day. It is not too late to rethink the matter, however. Doing so will surely not reverse the trend toward more higher education for more individuals in criminal justice; but it may provide some brake to this trend and at the same time foster consideration of alternative strategies for upgrading the quality of our justice.

The following chapter discusses the results of several surveys of criminal justice higher education. Chapter III discusses the results of two surveys of law enforcement program graduates of two-year, four-year, and graduate curricula, how they viewed their educational experience, and what applications they have made of it in the field. Chapter IV summarizes the attitudes toward higher education of professionals in the field. The final chapter discusses the meaning of the totality of the data.

II. LAW ENFORCEMENT PROGRAMS IN HIGHER EDUCATION

Accurate information on criminal justice programs in colleges and universities is not easily available. There are at least two reasons for this. One is (or has been until recently) a lack of clear definition of what constitutes such a program or curriculum. The other reason is that, unlike other professions and disciplines—law, medicine, and social work, for example—there exists no agency with the interest, responsibility, and money necessary to monitor the field, to collect and maitain data. The two organizations most likely to do so, the International Asosciation of Chiefs of Police (IACP) and the International Asociation of Police Professors (IAPP) both have lacked funds to carry out these functions on a sustained basis. The few surveys which have been conducted and which are discussed in this chapter have ben financed other than with interested agency or association funds. Financing for the IACP's 1968 survey was provided by the Ford Foundation; the Angell-Brashears study was conducted with personal time and money; and the Eastman Survey is being financed by the Department of Health, Education and Welfare. The earlier mentioned survey and analysis of curriculum development projects conducted by the writer was, of course, sponsored as part of this project.

A. The Surveys

As of the date of this writing, the IACP Survey of *Law Enforcement Education* (1968) continues to be the most comprehensive and reliable source of information on criminal justice higher education programs, notwithstanding its limitations to law enforcement, i.e., police curricula. To initiate the study, questionnaires were mailed to 362 colleges and universities. Of these, 257 responded, 63 of the responses indicating that the school had no law enforcement degree program. IACP "verified" an additional 40 programs and included available data on them in its report. Altogether, the survey found 234 institutions offering 261 degree programs.

The IACP survey includes data on the number of programs at the associate, baccalaureate, and graduate levels; on student enrollments as of Fall, 1967; on graduates of law enforcement programs; on program faculty; on textbooks used; and on campus-based police training. The survey report also includes titles of law enforcement courses offered in each of the programs.

The HEW survey, still in progress, is being conducted by Esther Eastman of Kent State University's Institute of Government Research and Service. This project, hereinafter referred to as the Eastman survey, was initiated with the circulation to colleges and universities known or believed to have a criminal justice curriculum of an 89-question instrument entitled *Police Education In American Colleges and Universities: A Search For Excellence.* Mrs. Eastman has graciously supplied the writer with a summary tabulation of survey results as of March, 1970, together with copies of catalog and other curriculum materials forwarded by the reporting institutions. Her tabulation is based on responses from 100 schools.

The Eastman survey is by far the most comprehensive and sophisticated undertaking of its kind yet attempted. The survey instrument is composed of 89 questions eliciting 571 possible responses. The information requested covers admissions policy, program information (including work experience and training programs) , student information, and detailed data on faculty, financial aid, and facilities. It should be noted that, because of the press of time and the limited availability of personnel, data supplied the writer is only a summary of the survey.

Both the Angell-Brashears survey and the writer's analysis of OLEA financed curriculum development projects were considerably more limited than either the IACP or the Eastman surveys in scope of questionnaire coverage and number of responses received. In 1969, Professors John Angell and Benjamin Brashears, both at the time faculty members of Michigan State University's

School of Police Administration, mailed survey questionnaires to 45 major university law enforcement programs. The questionnaire sought information on program staff, faculty, and students. Data concerning curriculum were not solicited. Responses were received from 23 institutions. The writer's analysis of the curriculum development projects, on the other hand, was concerned with curriculum exclusively and did not cover student or faculty information. These two more modest efforts provided the grace notes to the following discussion of the IACP and Eastman surveys. Additional data also have been gleaned from LEAA's Annual Report for 1970 and from its roster of institutions participating in the LEEP program for FY1971.

Examination of the results of these surveys and other information is somewhat illuminating. The following discussion concerns program levels, curriculum, faculty, and student enrollments. Data concerning graduates of law enforcement programs are reserved for the following chapter.

B. What the Data Reveal

PROGRAM LEVEL—Most law enforcement degree programs are of the two-year variety, offering an Associate in Arts or Associate in Science degree. The IACP survey showed 199 associate programs in its 1968 survey. Similarly, the Eastman sample of 100 institutions indicates that only 19 offer a bachelor of arts or science. The remaining 81 schools provide a one- or two-year certificate, or an associate degree. Presumably, most of the two-year programs are housed in community or junior colleges.

For a variety of reasons, it seems fair to say that law enforcement higher education will for the foreseeable future continue to exist primarily in the two-year colleges. A large fraction of the law enforcement students already are in-service. Most of them attend classes on a part-time basis; and most in-service students do not at this time have more than a high school education. The junior college simply is more accessible to larger numbers of individuals. Moreover, faculty are easily obtained and retained in the junior college, as will be noted below. Still a third reason why law enforcement programs will probably proliferate mainly at the two-year level is the fact that law enforcement as a discipline continues to be viewed as "not quite academic." Hence, the explicit vocational orientation of the junior or community college is seen providing the appropriate environment for such offerings.

Sixty-two baccalaureate and graduate programs were offered by 48 institutions included in the IACP survey. In the Eastman

sample nineteen institutions reported offering a bachelors degree, six a master's degree; none reported offering the doctorate. The data do not reveal the number of institutions. Presumably, however, it is no more than nineteen, since it is unlikely that a college would offer a graduate degree without also offering the baccalaureate.

In both surveys the ratio of two- to four-year institutions is approximately four to one. By 1972, however, the demand for baccalaureate programs should commence to increase, caused by the graduation of significant numbers of students from two-year programs. Estimating the extent of the demand poses problems, since it will depend on a number of variables, one of which, for example, is the extent to which the more populous states (e.g., California, Massachusetts, Michigan, and New York) provide for in-service students' full-time attendance at four-year institutions.

CURRICULUM—The earlier report emanating from this project reviewed and analyzed OLEA's 28 curriculum development projects. The writer concluded that fourteen programs were of a *training* variety, five were determined to be of a *professional* nature, and two were classified as of a *social science variety*. The remainder were mixtures of these three principal types. A training curriculum was defined as one whose courses are ". . . directed primarily to the application of particular rules, to the development of . . . mechanical skills in the operation of . . . equipment, or to the development of skill in the performance of particular maneuvers concerning which little or no discretion is involved. . . ." A professional curriculum was defined as one in which a significant number of courses are ". . . directed toward the development of internalized standards of behavior, objectively determined on the basis of agreed upon goals; toward the achievement of an awareness and understanding of alternative methods of achieving these goals . . .; and toward the development of a foundation of expertise in particular subject areas. . . ." Social science curricula were defined as having a significant number of courses which teach *about* a particular subject.

These distinctions were and continue to be operationally useful for purposes of determining the appropriateness of particular programs in achieving particular goals and for particular student populations. A program designed for police administrators, for example, should be able to pass muster as a professional curriculum. Courses developed as part of a general liberal arts curriculum are, on the other hand, more appropriate in the social science mode.

Studying OLEA's curriculum development projects, the writer found that most of the two-year programs (ten of thirteen) were of the training variety and suggested that there were several reasons for

this. A training curriculum is easily adapted from existing academy models. It is likely to be staffed by individuals for whom the training format is more familiar; and its students are most likely to be individuals already in service. On the other hand, there exist no ready models for professional curricula, particularly for individuals in the lower echelons of law enforcement.

The IACP survey provides course titles only for the programs there tabulated. As anyone familiar with the ways of higher education knows, titles (and especially titles of courses) can be misleading. The most sophisticated of subject treatments can be masked behind a simple title, and vice versa. Nevertheless, course titles do offer some clues to subject matter treatment and content, and it is worthwhile, therefore, to examine a sampling of those provided in the IACP survey. The survey reported 65 institutions offering 72 programs in California. The course titles for a sample of ten of these institutions will first be examined, since the California programs are generally older than those in the rest of the nation, and it is logical to infer that later programs followed these available models. The course titles of a sample of 25 programs randomly selected from the remainder of those listed in the survey will then be examined. The caveat to this exercise is the not unlikely obsolescence of the data. In its brief existence, the Office of Academic Assistance appears to have had some impact on programs in purging them of their training cast.

In the sample of 10 California programs, eight were two-year programs, two were four-year programs. Using the criteria previously established for determining the nature of a program, eight programs (seven two-year and one four-year) were found to be of the training variety. One each of the two- and four-year curricula was classified as professional. Course titles among the training programs tend to repeat themselves. Among the most frequently found (and their frequency in the sample are: patrol procedures (8); traffic control (9); juvenile procedures (6); defensive tactics (9); firearms (9); first aid (4); accident investigation (3); and police report writing (4). It is arguable that courses such as patrol and juvenile procedures are presented at a professional level, although this seems unlikely. There can be little argument, however, that firearms, first aid, defensive tactics, and the like, are patently training courses.

In the sample of 25 programs in other states listed in the IACP survey, 18 offered associate degrees, 7 the baccalaureate. Interestingly, the number of two-year programs classified as training was exactly half of the total, or nine. None of the four-year programs appeared to be other than professional. A further interesting fact is that the professional nature of a two-year program appears to be

inversely related to its geographic proximity to California. Associate degree programs in Florida, Georgia, New Jersey, and New York, for example, appear to be highly professional in nature. As in California, the characteristic courses in training programs elsewhere in the nation continue to be patrol, traffic, first aid, and defensive tactics.

Fifteen of the 100 course descriptions furnished by the Eastman survey were reviewed. Eleven were two-year programs, four were four-year curricula. As with the IACP sample about half (6) of the two-year programs were of a training nature; three of the four baccalaureate programs were classified as professional. Care was taken that none of the fifteen sampled were duplicates of programs selected from the IACP survey.

The IACP survey includes a roster of textbooks used in law enforcement courses and the number of institutions reporting their use. Because the materials used offer some illumination on the nature of the coures, they deserve brief mention here. Topping the list, with 103 institutions reporting its use was O'Hara's *Fundamentals of Criminal Investigation.* Next in rank order were Germann, Day and Gallati, *Introduction to Law Enforcement,* Wilson's *Police Administration,* ICMA's *Municipal Police Administration,* and Payton's *Patrol Procedures.* The middle three texts are all first rate volumes and may be considered as college level materials, although the *Introduction* has rightly been criticized as being somewhat superficial. The O'Hara and Payton volumes on the other hand can only be classified as training texts or manuals. It is interesting to note in particular some of the other volumes and their placement on the roster. Seventh ranked, for example, is Baker's *Traffic Investigator's Manual for Police.* The Children's Bureau's slender pamphlet, *Police Work With Juveniles,* follows in eighth place. Considerably further down the list (bearing in mind that they were at the time of the survey only recently published) are two volumes of the President's Crime Commission: *The Challenge of Crime in a Free Society* (21st place, with 15 schools (6%) reporting use); and *Task Force Report: The Police* (26th place, with 8 schools reporting use) . The roster bottoms out with mention by only a few institutions of such recognized works as Skolnick's *Justice Without Trial,* Perkins' *Criminal Law and Procedure,* Block and Geis' *Man, Crime, and Society* and O. W. Wilson's *Police Planning.* Combing the list, one is impressed with the obvious fact that training-type volumes bulk toward the top of the roster while college level materials fall towards the bottom. This fact alone suggests that the classification of some programs as "professional" may have been somewhat on the generous side.

The data supplied from the Eastman survey provide additional

insights into the nature of the law enforcement programs. Most schools (57%) reported that their program is to prepare students for positions at the operational (i.e., patrol) level. Only 13% reported programs designed for the level of administration. An additional 19% indicated preparation for both. Asked to indicate which "areas of responsibility" (i.e., police, courts, criminalistics, corrections ,etc.) students are prepared for, 90% ranked police at the top. The next highest ranked area was criminology with 5%, followed by "juvenile" (2%) and corrections, industrial security, and training program teaching with 1% each.

It is interesting to note the paucity of programs concerned with certain areas. No program, for example, reported primary concern with the courts, and only one mentioned this as a secondary area. Similarly with college teaching (one program reported it as secondary) and technical areas such as evidence technology (two programs reporting it as secondary).

Although most of the programs (84%) in the Eastman sample were reported as full-time, the data reveal quite clearly that they are structured for the part-time (i.e., in-service) student. 92%, for example, reported having evening classes (13% were *only* evening); 75% reported repetition of day courses in the evening (a technique designed to accommodate the curriculum to the students' changes in working shifts). 64% of the programs reported that day and evening courses concurrently cover the same material, and 60% reported that a student who has shift changes in his employment during a term can alternate attendance between the day and evening sessions of the same course.

Further confirmation of the in-service orientation of the program is supplied by the fact that 53% of the institutions reporting said that course credit could be given based on examination alone, 41% reported that some courses are waived for in-service students, and 24% indicated that credit is given for in-service experience. There is no indication from the data supplied the writer of the extent of overlap in these categories, that is, whether, for example, the credit given for in-service experience is via examination. Nor is there any indication of who such examinations are restricted to or for what particular experience credit is given. In the Interim Report on Curriculum Development Projects, the writer noted that one program offered a means whereby a student with at least five years law enforcement experience, and at least three in the subject area, may challenge particular courses through examination. The challenges are restricted to law enforcement courses, and no more than three credits in one semester and twelve semester hours credit overall may be obtained in this manner.

About one-third (32%) of the programs in the Eastman sample

reported that college credit is given for successful completion of various training courses. Nineteen schools indicated, for example, that credit is given for a basic recruit training course; seven schools named the Southern Police Institute; thirteen, the FBI National Academy; eleven Northwestern University's Traffic Institute; five, a "certified" polygraph school; and four, the Fort Gordon Military Police School, for which course credit is given.

None of the OLEA curriculum development projects reported on earlier by the writer indicated any disposition to grant credit for training courses as such. The practice appears, however, to be a not uncommon one. In the course of law enforcement program development at the College of the Virgin Islands, the program director there conducted a survey of practices in this area of 196 degree-granting programs in police science throughout the United States. Of the 132 responding institutions, 59 indicated that they *did* grant credit ranging from 1 to over 21 semester hours of credit for basic municipal or state police academy training, FBI National Academy, on-the-job experience, military service, and combinations of these. The Director of the Virgin Islands program recommended that credit for such training and experience not be granted; that programs standardize methods of evaluating all academic achievements; and that attempts be made to eliminate duplication and overlap between training and educational institutions.

Further on curriculum, the Eastman sample reveals that 40% of the programs reported having courses which are restricted to law enforcement majors. 34% indicated that they offer no courses which could be taken by students in other majors to satisfy their major requirements, and 15% reported that their courses could *not* be taken even to fulfill elective requirements for students in other major fields.

Finally on the matter of curriculum, the Eastman sample provides some limited data on student work experience programs: internships (working on a paid basis in a law enforcement agency); field training (field observation without compensation); work/study (alternating terms of law enforcement or related work, and on campus); and research (graduate level membership of joint faculty-student research teams). 59% of the reporting schools indicated that they now have one of the three programs just mentioned. An additional 29% reported that one of the three had been proposed. Of the schools which now have work experience programs, 36 indicated that the student is given a written evaluation; 35 reported that classroom time is specifically set aside to permit students the opportunity to discuss their work experiences.

The Eastman questioninnaire solicits additional detailed information on student work experience programs—whether in-service per-

sonnel are exempt; whether grades and credit are given; whether the student is supervised by faculty or an employer—but these data have not been supplied the writer. Since OLEA's curriculum development grants included as a program requisite the establishment to the maximum extent possible of internship work with law enforcement agencies, the matter is discussed in some detail in the previous Report on Curriculum Development Projects, to which the reader is referred.

FACULTY—The IACP survey included rather extensive data on the educational and experimental qualifications of faculty in law enforcement programs. Additional information, less complete, was supplied by the Eastman survey. The Brashears-Angell survey of 23 four-year institutions contains some useful materials.

The IACP survey revealed 151 institutions reporting 189 full-time staff in associate degree programs with an additional 918 part-time faculty. Of the full-time faculty, 51% held a master's, doctorate, or law degree; and an additional 43% held a bachelor's degree. Of the part-time faculty, on the other hand, only 28% hold one of the top three degrees, while an additional 22% held the bachelor's.

Forty-two institutions provided data on faculty in four-year and graduate programs. They reported a total of 178 full-time staff, of whom only slightly more than 1% had less than the bachelor's degree. No data were furnished on part-time staff in these programs.

The 23 schools responding on the Brashears-Angell survey reported a total of 93 full-time and 108 part-time faculty. The report reveals that only 2 (2%) full-time and 13 (12%) part-time faculty were without at least the baccalaureate. The Eastman survey did not solicit parallel information on faculty.

It is not infrequently suggested that what one lacks in formal educational qualifications may be compensated for with experience. The results both of the IACP and the Brashears-Angell surveys reveal this attitude at work. Of the full-time faculty in two-year programs reported in the IACP survey, fewer than 10% were completely without "criminal justice experience"; and of the 918 part-time staff, the vast majority (87%) were reported as working with police, the criminal courts, as federal law enforcement agents, etc. For the four-year and graduate programs, on the other hand, about one-third of the faculty were reported as having no "criminal justice experience." The less complete and parallel data from the Brashears-Angell survey reveal that 85 individuals had an average of 10.8 years of "related police experience," with a range of from zero to thirty years.

Recruitment of qualified faculty is felt to be a problem for college criminal justice programs. The Eastman and Brashears-Angell

surveys provide some information on recruiting factors and policies. On the Brashears-Angell survey, about one-half of the respondents indicated that it was "much more difficult" to obtain qualified teachers for the law enforcement program than for college teaching in general. An additional eight schools reported that it was "more difficult," and only two each reported that it was "about the same" or "not an issue yet." No reasons were assigned for recruitment difficulties, however. On the Eastman survey, 32 responding schools mentioned salaries as the most important factor affecting recruitment; an additional 14 schools mentioned this as the second most important consideration. Twenty-one schools considered "degree requirements for persons experienced in the law enforcement field" as the most important recruitment factor, and an additional twenty-eight schools saw this as a second most important factor. Only 10 schools felt that the lack of law enforcement experience for candidates with degrees was a prime factor with another 14 reporting this in second place. Unfortunately, the data made available to the writer do not segregate responses by type of program. Only the Brashears-Angell survey provides some breakdown on the academic background of faculty members. A total of 99 individuals were reported on. It is interesting that 70 of these faculty hold degrees in one of four disciplines: law (28), law enforcement (15), public administration (14), and sociology (13). Apparently, the preference for law enforcement experience does not extend to academic training.

From the available data, it seems reasonably clear that law enforcement programs experience greater than ordinary difficulties in recruiting qualified instructional staff. "Qualified" appears to mean either requisite educational or experiential credentials. It also probably means acceptability in terms of the institution's general requirements (and these usually are in terms of degrees held). Either the individual is academically qualified, but is thin or lacking in experience, or he has significant experience but lacks the formal education. It appears also that the problem of faculty recruitment is most manifest in four-year programs, where academic requirements are likely to be stiffer than at the two-year level. Salaries may be something of a problem, but it is likely that this factor is tied to the degree level of the faculty. It is doubtful, that is, that salaries for faculty in law enforcement programs are significantly different from those for parallel academic and experience achievements for faculty in other programs at the same institution.

A word or two should be said concerning "experience." It is clear that there is in criminal justice programs a great preoccupation with experience as a teaching qualification. At least two reasons can probably be assigned for this. First is the not uncommon attitude

that "it takes a cop to teach a cop." The feeling seems to be, among police themselves at least, that only one who has himself been in law enforcement can really understand the problems of the police. Somehow, these problems are seen as unique and without parallel elsewhere in human experience. The illogic of this attitude is manifested in the fact that in fact college programs are replete with subject areas (the generally required courses, for example) which have nothing to do with law enforcement as such and that instructors of a variety of subjects in the required law enforcement curriculum are not experienced in law enforcement work: lawyers, for example. Moreover, there seems to be no particular preference either for the *extent* of the individual's experience of for *matching* it with the subject areas of his teaching responsibility. One with one year experience is as "experienced" in this sense as one with twenty years, and the fact that his experience was exclusivly as a patrolman seems not to preclude his teaching police administration. It is more probable, therefore, that what lies behind the concern for experience is a desire to have teachers whose attitudes, beliefs, and ideas conform rather narrowly to what is thought to be the law enforcement outlook on affairs generally. Perhaps there is value in this variety of selectivity in attracting students, but the disvalues of fostering provincialism and the absence of exposure to new thought, new attitudes, would seem to far outweigh any possible gains in enrollments, particularly now that other incentives are available.

There is, however, perhaps an even greater danger in the preoccupation with experience than recruitment or the perpetuation of one variety of thought patterns. This greater danger lies in the perpetuation of a training mode in law enforcement programs, in a continuing emphasis on "how-to-do-it." A program may view itself explicitly as serving this function and hence recruit faculty who can meet it. Or it may more generally simply desire "experienced" faculty who, because of their own experience and proclivities, teach in the training mode. Either way, the result is the same: training which is cast in the form of a college curriculum but which remains training none the less.

STUDENTS—With the advent of financial support, it is to be expected that student enrollment in criminal justice higher education programs would increase dramatically. LEAA's Second Annual Report points out that in the second half of fiscal 1969, 20,602 students in 485 institutions participated in LEEP. In fiscal 1970, the number of participating students had increased to 50,000. Data on the number of students participating in LEEP in fiscal 1971 are not yet available, but the number of participating institutions has increased to 880.

The figures on student enrollment from the surveys provide some interesting and suggestive comparisons. The IACP survey's enrollment summary for the Fall, 1967, semester, for example, shows a total of 32,000 students enrolled in 178 institutions. On the Eastman survey, 98 institutions reported a total of 12,613 students registered in law enforcement programs for the Fall, 1969, term. (The Brashears-Angell survey, while providing some data on student enrollments, is of such a nature as not to be useful for comparison purposes.)

Of the students reported in the IACP survey, about 45% of them were full-time employees of law enforcement agencies. And of the 50,000 students participating in LEEP in fiscal 1970, over 41,000 were employees of such agencies (police, corrections, and the courts).

These data, while leaving much to be desired, do suggest that a large fraction of students in criminal justice programs are in-service. LEEP incentives do, of course, play a major role in determining this mix: grants to in-service students, loans to pre-service students. Whether the mix is an appropriate one is another question.

C. Summary

This chapter has undertaken, through analysis and discussion of available data, to provide a working profile of criminal justice programs in higher education throughout the United States. It seems fair to say that, although comparisons over time are difficult to make, there is a gradual trend toward higher quality in these programs. LEEP's restrictions on providing grants and loans to students for training programs has undoubtedly contributed to this improvement and will, if vigorously applied, continue to do so in the future.

The data disclose quite clearly the need for such improvement. The typical college program is of two years' duration, with a training or pseudo-professional cast to it, manned largely by part-time faculty with marginal academic qualifications, and catering to mostly an in-service student population. To say the least, this profile is not one of the more attractive ones in higher education.

III. WHAT HAPPENS TO LAW ENFORCEMENT GRADUATES?

Most professional and other occupational groups—law, medicine, social work, etc.—have some indications of where individuals trained in these disciplines have gone following completion of their

formal education. A professional school or association undertakes to maintain such information. From a professional point of view it is important to know how many lawyers or doctors are in private practice, government service, teaching, or related activities. For the individual remains a member of the profession, whether or not he practices actively. He may leave the practice of his profession but he does not leave the profession itself. Professional schools are interested from both a recruitment and curriculum point of view in what happens to their students.

It is surprising that relatively little inquiry has been made into what happens to graduates of law enforcement programs. Where do they come from? Where do they go? What do they think about their studies in law enforcement? Answers to these questions are not readily available, as they are for other professional groups. In an effort to commence collection of this type of information, this project conducted two questionnaire surveys: one of a sample of graduates of two- and four-year law enforcement programs throughout the nation; the other of the LEAA graduate fellows who had, under the Law Enforcement Assistance Act, received fellowships for study at one of three universities offering graduate study in criminal justice. This chapter reports the results of these surveys.

A. Volume of Graduates

There are, as nearly as can be determined, approximately 425,000 law enforcement officers at all levels of government in the United States. In 1965, according to the President's Crime Commission Task Force Report on The Police, there were about 371,000. Of this number, only a small percentage were found to be college graduates. It seems safe to estimate that fewer than 10 percent of all law enforcement officers in the nation are college graduates and probably no more than 25 to 30 percent have attended college at all. These figures are rendered more dramatic by the reasonable supposition that a large fraction of the college graduate law enforcement population is in California and by the fact that many local law enforcement agencies do not require even a high school diploma for entrance.

The IACP survey provides some information on numbers of graduates of college law enforcement programs as of September, 1967. Of the 179 institutions which responded to the survey, 169 supplied information on the number of graduates. Altogether, they reported a total of 11,882 graduates of all programs since their inception. This represents an average of 70 graduates per program, a not altogether impressive figure, bearing in mind the fact that law enforcement programs have been in existence for about 40 years.

The number becomes even less impressive on closer examination of the IACP survey data.

Virtually 70 percent of the total number of graduates were from California institutions, and California accounts also for almost 100% of the graduates of associate degree programs. California and Michigan together account for most of the graduates of baccalaureate and graduate programs.

The total number of graduates is about evenly divided between two- and four-year programs. Of the two-year graduates, about one-quarter were in-service students, and another 35 percent were reported as entering law enforcement after graduation. Again, however, almost all of those graduates so reported were from California alone. Of the graduates of four-year programs, about one-fifth (22%) were already in law enforcement prior to graduation, and about one-fourth were reported as entering law enforcement following graduation. Nearly half (48%), however, were listed as "unknowns." What the data do not reveal, because the information was not available to the reporting institutions, is the length of stay in law enforcement following graduation of both the pre-service and the in-service graduates.

A survey of 99 law enforcement programs conducted in the Fall of 1966 by Newman and Hunter ("Education for Careers in Law Enforcement: An Analysis of Student Output 1964–1967," 59 *Journal of Criminal Law, Criminolgy and Police Science* 138 (1968)) provides some contrast to the IACP survey findings and raises similar questions. The authors found that in Associate Degree programs in 1966 about one-third of the graduates entered law enforcement following graduation. They projected a total increase in the number of graduates of two-year programs to approximately 1900 and estimated that of this number about 70 percent would be entering the field following graduation. The IACP survey figures do not bear out this projection.

Newman and Hunter also found that among graduates of baccalaureate programs in law enforcement, about three-quarters of those not previously in law enforcement and over half of the entire number did *not* enter the field following graduation. They comment that, "It is obvious that the important and necessary questions are those concerning what fields these people enter instead of law enforcement and WHY they do not enter the field for which they have prepared and in which they are qualified." They concluded that, based on increasing enrollments in associate degree programs, these programs are fulfilling the need of supplying educationally qualified individuals in law enforcement. They pointed out, however, that most of the programs are serving individuals already in the field. Moreover, the educational nature and quality

of the two-year programs seems to be taken as established. The writer has attempted to point out earlier, the matter in fact remains open to serious question.

B. Survey of Law Enforcement Graduates

The surveys and analyses discussed so far in this report have all been of criminal justice *programs*. Almost as an incidental matter (with the exception of the Newman-Hunter survey) they have been concerned with the graduates of these programs. And to the best of the writer's knowledge there has not previously been any attempt made to determine what happens to the student following graduation. What follows, therefore, represents a new body of information and a contribution, notwithstanding its explicit limitations, to an understanding of criminal justice higher education.

The survey population consisted of 423 graduates of two- and four-year criminal justice programs throughout the United States. A random sample of three associate degree and seven baccalaureate degree programs was composed, limited to those which had been in active operation for three and six years respectively. The director of each program was asked to provide a roster of program graduates. From those supplied, a random sample of 286 baccalaureate graduates and 137 associate graduates was constructed. The questionnaire was mailed in January, 1970, to the individuals last known address. Fifty-five questionnaires were returned marked "addressee unknown" or "moved, no forwarding address known," and a supplemental mailing was made to 55 names added to the sample. 238 completed questionnaires were returned.

PROFILE—As a group, the respondents are dispersed throughout 31 of the United States, with significant numbers residing in Massachusetts (16%), Pennsylvania (13%), New York and Florida (10% each), Kentucky (8%), and Arizona, California, and Texas (5% each). They are, as might be expected, given the availability of early retirement in most law enforcement agencies, a young group. 70% are under thirty-five years of age, with an additional 28% in the 35 to 49 age bracket. The respondents also are overwhelmingly white-male population. Only 10 females and three blacks are included in the group.

EDUCATION—Educationally, the respondent group included 101 recipients of associate degrees, 116 of bachelors, 20 of masters, and one doctorate. Almost half (45%) of the group commenced their studies in or subsequent to 1965, with an additional 40% having begun between 1960 and 1964. Moreover, fully 88% of the re-

spondents received their degree between 1965 and 1970. Their comments on programs, discussed below, are therefore germane to current criminal justice curricula and are enhanced by the fact that only seven of the individuals who now hold only an associate degree indicated that they expected to go no further in their education. Similarly, although only 20 respondents reported that they now hold a master's degree, 120 reported that they expect to obtain one, and 43 are planning on a doctorate. Their educational expectations are, therefore, in no way modest. Almost half (47%) indicated also that they have accumulated additional college credits since receiving their degree.

MAJOR FIELD—Most of the respondent group (75%) reported that they had majored in police science. An additional 20 named criminology as their major, 13 reported social science, and only 2 specified corrections. Most of the group (62%) also indicated that they had received some form of financial assistance while attending school. About half (51%) reported that they had attended full-time.

It has been previously mentioned that significant percentages of students in and graduates of law enforcement programs are in-service students. The IACP survey reported about 45% of the students and between 20 and 25% of the graduates in this category. Our survey results, however, indicated that almost half (45%) of the respondents were employed in law enforcement at the time they were awarded their present degree.

EMPLOYMENT—The survey data reveal an interesting transposition of personnel among graduates. 132 respondents indicated that they are now employed in a law enforcement agency; 105 said they are not. Of the 108 respondents who indicated they were employed in law enforcement at the time of graduation, 40 (37%) have now left law enforcement. On the other hand, of those who were not in law enforcement at the time of graduation (129, or 55% of the respondent group), 64 (50%) are now in a law enforcement agency. This represents a net gain to the field of 24 individuals. In terms of experience, however, it seems fair to say that the figures represent a net loss, since those leaving the field included, in addition to 35 patrolmen, two sergeants, 3 lieutenants, and one chief of police.

Of the individuals reporting present employment in police work, the largest group (42%) are those employed at the local level, followed by state employees (30%), and county and federal employees (14% each). Most (115) of these graduates have been employed by one agency. Patrolman is the rank most represented. Only 8 captains and 7 chiefs of police are numbered among graduates who are now in law enforcement. Correctional agencies are very thinly represented in the respondent group: only six individuals indicated

a present position in a correctional institution, while only four reported present employment in probation or parole. Only 29 of the 132 respondents in this group reported the availability in their agencies of incentive pay for college work.

Those respondents (105) who are not presently employed in law enforcement were asked to indicate the nature of their present employment. It is interesting that only twenty-nine (28%) individuals in this group reported working in a field or at a position related to law enforcement, such as industrial security. The remainder specified positions totally removed from the field. This group was asked also to mention briefly the reasons why they are not now in law enforcement. The two reasons most frequently mentioned were the relatively low salaries and the lack of opportunity, that is, for advancement and for the display of initiative. One individual reported that he is now employed as a telephone repairman because he can make more money than as a police officer. A female respondent said she felt that law enforcement agencies simply are not interested in employing women. Several male respondents indicated that they were rejected for employment because they were (¼ to ½ inch) too short; a female reject said she missed by ½ inch.

These remarks provide an interesting balance to those of the individuals presently in law enforcement concerning their posture in their respective agencies and the felt value of their education. It should be noted that the "no response" category on these questions was somewhat larger than for other questions. The probable explanation for this is the characteristic reluctance of law enforcement personnel to discuss matters which they consider to be confidential or of a personal (i.e., "personality") nature. Nevertheless, 120 respondents answered the question whether they believed their education had enabled them to advance more rapidly through the ranks. Of this number, only 11 said it had; 109 indicated that it had not. 102 individuals indicated a reason for their answer. Most of the positive responses concerned matters such as that promotional examinations are based on subjects studied, or that their overall handling of people and law enforcement problems was improved. Among the negative responses were those indicating that the agency offered no promotional incentives based on college work, or that advancement was based on factors other than merit and ability. As one respondent put it, "My department worships at the altars of seniority and political influence." In a similar vein, other commentators indicated that their superior officers (usually police chiefs) were uninterested in education: "[They] feel there is no place in law enforcement for education, only nationality and relationship," in other words, the "buddy-buddy system." One respondent indicated that he had conducted a survey of law enforcement agency

directors in his state which revealed that most of them felt higher education to be of limited value. Another, a female respondent holding a bachelor's degree, reported that she was working presently as a meter maid! Two others reported that they were considering resigning from the state police because their education was not being utilized.

Despite a seemingly rather widespread bitterness and disenchantment with the promotional or status value of their education (because of the "rank ignorance of uneducated police personnel who regard their educated contemporaries with suspicion") most (124) of the law enforcement respondents felt that their education was of value to them in the performance of their responsibilities. Interestingly enough, however, of those (92) who assigned reasons for so believing, only about half (48) said they thought the value of their education lay in enhancing their understanding of people and problems. On the other hand, about 40% said the value lay in added or improved mechanical skills such as report writing, first aid, and weapons.

Program Evaluation—The respondents were asked to evaluate the quality of their law enforcement education in a number of different dimensions: job relevance; quality of instruction; level of difficulty; repetitions of other instruction (recruit or academy training) or of experience; the curriculum mix of professional and liberal arts or general education couses; proposed changes in curricula; and the comparative importance of the program for pre-service and in-service students. The answers provided reflect a refreshing candor, vigor, and insight into the problems discussed throughout this report.

117 respondents answered the question as to how relevant their courses were to their job. In contrast to the large number who had indicated a belief that their education had been of value to them in their work, 73 (62%) said their education was of little relevance. The questions probably were poorly phrased. "Relevance" can be taken to mean in a very general or very particular sense, and it is not unlikely, judging from the responses to other questions discussed below, that it was here taken to mean having a direct application to the performance of particular tasks. If true, of course, this is a significant revelation in itself, and the comments give some indication of this attitude. One individual said, for example, that he thought there should be more subject offerings "for those who aren't going to be police chiefs." Another suggested that pre-service and in-service students should be separated so that courses could be more "tailored to them." These comments suggest that the felt lack of relevance lies within the narrower scope of the term.

FACULTY—Respondents were also asked to rate the overall quality of the law enforcement faculty as to whether they felt them to be: excellent, good, average, below average, or poor. The large majority (79%) offered a rating of excellent or good; 16% of the respondents thought them no more than average, and only 5% saw their faculties as below average or poor. Comments on the quality of faculty were few in number, but some are worth mentioning. One respondent mentioned the lack of "practical instructors"; another questioned the ethics of his professors; and still a third felt that, in similar vein, his teachers had "taught" courses consisting primarily of the recounting of "war stories."

CURRICULUM—Concerning the level of difficulty of the curriculum, most respondents said they thought it was about right. No one said it was too difficult, and only thirty-two said it was too easy. Similarly, most (73%) respondents felt that the mix between liberal arts and professional courses was just about right. About an equal number of the remainder (15% and 12% respectively) thought there were either too few or too many liberal arts offerings.

When asked, however, whether they thought the curriculum was repetitious of either their recruit training or their on-the-job law enforcement experience, the respondents reflected a different attitude. 163 individuals answered the question on recruit training. Almost two-to-one (64% vs. 36%) they felt their course work had repeated recruit training (or vice versa). Similarly with duplication of job experience. Here, 215 individuals answered the question. Of this number over three-quarters (77%) said they thought course work was "somewhat" to "very" repetitious of their job experience. Only 23% believed it was "seldom" or "never" duplicative. In evaluating the meaning of these responses, it should be kept in mind that of the 238 respondents, 172 of them have been or are now employed in a law enforcement agency. It is a reasonable inference, therefore, that only individuals among this number answered on the repetitiousness of recruit training, and that the twelve who did not had not yet had their recruit training. As to the job repetitiousness, however, it is clear that the answers include those from individuals who have never worked in law enforcement.

COMMENTS ON LAW ENFORCEMENT EDUCATION—Throughout the evaluation portion of the questionnaire, the respondent was asked to comment on the nature and quality of his educational experience. What follows is a synthesis of these comments, not for statistical weight, but to provide some additional flavor of the respondents' attitudes on the value of his educational experience and how he thinks it might be improved. Altogether, comments were noted

from 71 of the completed questionnaires. As one would expect, the comments offered are characteristically of a critical nature, but this criticism runs both ways.

Perhaps the best summary of the felt overall value of law enforcement higher education was supplied by one thoughtful individual who wrote, "Too many men have served their police careers without knowing why they existed as police. They never knew that a healthy, growing, violence-free community was their concern and good." This is representative of the concern of a number of respondents that the curriculum be broad-gauge in its approach, that it provide more "understanding," more "emphasis on community problems" and "insight on the public's reasoning," that it be "sufficiently flexible to adjust to rapid changes in the social picture and shifts in priorities." One respondent commented that "the police problem is a citizen problem" and suggested more study of ethnic group problems. Another suggested specifically the installation of black history and black literature courses in the curriculum. Still another commentator advised the relinquishment of "Mickey Mouse courses" and the substitution in their stead of work in "group relations" and "environmental control."

These comments and others reflect a negative reaction to what has been discussed earlier as training-type curricula, consisting mostly of how-to-do-it courses. They suggest a desire for more creativity and innovation as well, on "loosening up" the law enforcement curriculum and getting rid of "academy subjects" and "vocational education." Althogether, 27 individuals provided comments of this nature.

At the other end of the spectrum were those commentators who felt that, as one individual put it, "liberal arts courses are a waste of time." Only 9 respondents, however, offered specific comments of this variety. In general they felt there was "too much theory" in the curriculum and not enough emphasis on "practical" matters, that "dry required courses" should be abolished. One separatist-minded individual even suggested that the police science department be completely separated from other departments and be permitted to develop its own complete curriculum. Apparently, this would not work to everyone's satisfaction, however, since another respondent, a graduate of a college where this practice in fact exists, felt that the history, literature, and other humanities courses there should be eliminated and replaced with more "social science and hard stuff."

A number of other respondents seem to have taken what appears to be a middle ground between the broad-gauge and the narrow-gauge groups. These individuals stressed the need for more "field experience" or simply for more training in conjunction with educa-

tion. One individual suggested, for example, that students should regularly ride as observors in patrol cars. Somewhat more broadly, this group felt also that there should be closer liaison between law enforcement agencies and the educational programs.

SUMMARY—Considerable information and insight was provided by the 238 individuals responding to the law enforcement graduate questionnaire. To attempt to summarize it is to risk losing much of its full impact. However, it is worthwhile to note the salient results of the survey.

Concern has been expressed over whether the so-called pre-service student even enters law enforcement. The survey reveals that about half of the pre-service respondents did subsequently enter the field. Among those who did not, the most frequently mentioned reason was rigid physical requirements, particularly of height.

Because this survey was not designed as a follow-up study and because a large percentage of the respondents were recent graduates, it is not possible from the data to predict the extent to which the graduate entering the field for the first time will remain in law enforcement and make it a career. There are some indications in the comments of graduates in law enforcement of a restlessness and disenchantment on their part, generated apparently by a lack of organizational and personal recognition of the value of their education. Some graduates mentioned a definite plan to leave the field.

Similarly with those graduates who were in-service students and subsequently departed law enforcement. They may form a pool of talent to fill the reported teaching vacancies in the field. To the extent that this group represents the more thoughtful, more independent-minded individuals in law enforcement, their movement into teaching would be a positive event. On the other hand, it is just such individuals as these who every one seems to feel are the ones needed in the field. To the extent that their education fosters independence and creativity and these traits in turn accelerate their departure from the ranks, therefore, higher education in law enforcement will ironically exacerbate rather than improve the situation. Obviously these are speculations concerning which further study and documentation are needed.

For these and other reasons discussed in detail above it is difficult to consider as other than problematical the value of the education from the reports of the graduates. At this moment in time, it is not something for which incentive pay is offered, nor is it recognized in promotional qualifications or examinations, nor indeed even by the graduate's superior officers. What emerges from the respondents' comments, inferentially as well as explicitly, is a sense of frus-

tration generated by this official and personal lack of enthusiasm for educational achievement.

It is not unlikely that this ambivalent state of affairs renders unclear the graduate's perceptions of the value (i.e., "relevance") of his education. For those who equate "relevance" with the requirements and expectations of their work and their superior officers, anything other than directly related training-type subjects will probably be viewed as irrelevant. And for those who are the more imaginative and thoughtful officers, anything other than broad liberal arts and advanced professional "think-type" courses will be similarly viewed. It is not unusual for graduates, particularly of professional schools, to consider that their curricula should have had more or less emphasis in one or another subject areas, that a course here or there should be added or dropped. It is unusual, however, for graduates to be as openly and as explicitly divided, as the survey respondents were, concerning the basic nature and quality of a curriculum.

To say the very least, these findings indicate a very unsettled state of affairs in law enforcement higher education. Certainly we are by no means yet at the "how" stage of development. The question "whether" still remains for answer.

C. Survey of LEAA Graduate Fellows

Under the Law Enforcement Assistance Act of 1965, the Department of Justice awarded graduate fellowships to 54 police officers—28 during the 1967–68 academic year and 26 during 1968–79. The program recognized that "just as with recruit, in-service and undergraduate preparation, a role exists for top-level graduate training in law enforcement as in virtually every modern professional calling." Fellowships were offered through three universities: John Jay College of Criminal Justice, City University of New York; School of Police Administration and Public Safety, Michigan State University; and School of Criminology, University of California (Berkeley). The Follows' study was towards a master's degree in public administration, criminology, or police administration.

The Omnibus Crime Control and Safe Streets Act of 1968 authorized the Department of Justice to provide significantly expanded support for the education of law enforcement personnel. Already, the Law Enforcement Education Program, authorized by Section 406, has made student loans and grants available to thousands of criminal justice personnel. For the second year, the National Institute of Law Enforcement and Criminal Justice is awarding graduate research fellowships to outstanding applicants. In

addition, the Law Enforcement Assistance Administration has announced that $700,000 in discretionary funds will be awarded as Police and Corrections Executive Development Fellowships for the 1970–71 academic year.

The Department's expanded role in law enforcement education suggested the wisdom and timeliness of contacting the 54 LEAA Graduate Fellows for their evaluation of that fellowship program and the impact of the experience on their career development and on their law enforcement agencies. Therefore, in December 1969, the Office of Academic Assistance, in cooperation with the Massachusetts Governor's Committee on Law Enforcement and the Administration of Criminal Justice, mailed questionnaires to all LEAA Graduate Fellows. A follow-up mailing went out on January 16, 1970. The following summary and analysis of this survey was prepared by Miss June Hetler of LEAA's Office of Academic Assistance.

Completed questionnaires were returned by 51 Fellows. In addition, one unanswered questionnaire was returned with a note indicating that the Fellow for personal reasons had had to withdraw from the program after two months. The total represents a 96% return, with a 94% usable return. Following is a summary and analysis of the survey results, with implications for future program planning noted.

We received 26 returns from the first Fellowship group, 1967–68, and 25 from the class of 1968–69. Of the two classes combined, all but 5 persons have received their master's degrees, thus fulfilling the program's primary objective. All of the non-graduates expect their degrees by September, 1970. Of those that have received degress, at least 39 received them on schedule (i.e., in June, July, August, September or October). Preparation and acceptance of the thesis, rather than incompleted course requirements, probably caused the delay in cases where the degree was not received on schedule.

The Fellows vary in age from under 29 to over 50 years. The median age is the 35–39 age category. All but 6 of the Fellows are married and they typically have several children; the mean number of children is 3. 11 respondents reported having 5 or more children. These statistics have interest in that they suggest: (1) that the Fellows, in accepting the Fellowships, were willing to interrupt their careers at mid-point; and (2) that the experience was probably not without some financial and personal hardships because of family responsibilities.

Educational Background and Aspirations—13 respondents indicated that they had undertaken some graduate level study prior to

the LEAA Fellowship; 4 Fellows had obtained graduate degrees—2 LL.B.'s and 2 M.S. degrees. With regard to undergraduate preparation, there is a variation in major fields of study. Of the 51 respondents, 19 had majored in police science or administration, criminology, criminal justice or law enforcement; 12 in one of the social sciences; 6 in education; 4 in business or public administration; 3 in economics; and the remaining 7 in fields varying from philosophy to zoology.

For many of the Fellows, the Fellowship meant a return to academic life after several years away from a campus; 33 had completed their undergraduate studies prior to 1965. From their responses, it is also apparent that several had never experienced full-time study in an atmosphere removed from their working environment. These facts suggest that for some there was need for substantial personal adjustment during the Fellowship experience. This conclusion is substantiated by these evaluative comments on questionnaire returns: "Fellows did not receive sufficient orientation to prepare themselves for graduate study, and counseling was at a minimum"; "a most helpful and sympathetic faculty that aided students in re-entering the academic climate, after a long lapse from organized study"; "very difficult to regain lost study skills"; there should be "better preparation and orientation for fellows coming to school from outside the area"; etc.

The availability of the Fellowship served as an educational incentive. While an impressive number of Fellows (28) indicated that they had planned to pursue graduate study if the Fellowship had not become available, 23 had no graduate plans until the LEAA assistance. Perhaps more important, the Fellowships made full-time graduate study feasible; only 1 Fellow indicated that he had plans for full-time graduate study without LEEA assistance. And, the Fellowship enabled not only full-time study, but study in an atmosphere removed from the working environment. Several Fellows commented on the importance of this latter aspect:

- "I couldn't understand, when I applied, why students were being asked to remove themselves from their home settings for the year. Subsequently, I came to realize there were many insights available only through that sense of detachment."
- "opportunity . . . without pressures of working in a law enforcement capacity made it possible to become totally involved in the educational process."
- "an experience that could not be duplicated under any local part-time or full-time graduate program"
- "Student should have to move away . . ."

More than 19 Fellows cited the value of changing environment, mostly mentioning the importance of contacts with persons from throughout the nation and of the freedom which they had to involve themselves fully in study and to objectively evaluate their

law enforcement agencies (e.g., one comment: "We have learned more from one another than from any of the professors.")

The questionnaires asked for the primary and secondary reasons that the Fellow decided to pursue graduate study. Again, the incentive aspect of the Fellowship is evidenced. In giving their primary reason, 13 responded with similar answers: "opportunity presented itself," "chance to pursue graduate study without monetary hardship," "availability of Fellowship," etc. Three gave similar responses as their secondary reasons.

Many graduates gave other reasons for deciding to pursue graduate study. Their responses can be grouped into three categories: improvement of law enforcement; self-improvement and advancement; and miscellaneous. When the primary and secondary responses are combined, the interest in self-improvement and advancement clearly emerges as the major reason for interest in graduate study (total = 56 responses in this category). However, if only the primary reasons are considered, the interest in improving law enforcement emerges as the major motivator (22 responses).

Although most Fellows were motivated by self-improvement and advancement, such as improved salary, only a few of the employing agencies have regular pay and promotional incentives to acknowledge education achivement.

Many (21) of the Fellows indicated plans to pursue doctoral work on a part-time basis; 4 are currently enrolled in doctoral courses on a part-time basis; 3 are undecided about future academic plans; and 1 already possesses a doctoral degree. It seeems valid to cite these statistics as evidence of the program's success as an educational incentive. For example, respondents recommend that the Fellowship program be expanded to support doctoral study. One Fellow commented: "I plan to study toward a doctoral degree without the help or cooperation of my department. My determination to continue my education has been bolstered by my fellowship . . ." Such comments might also reflect the quality of education provided, or at least the Fellows' satisfaction with curricula and faculty. For example, a respondent stated that he feels qualified to continue in a doctoral program. Apparently, many others share his confidence and believe that their fellowship experience prepared them for the next academic level.

AGENCY SUPPORT OF FELLOWS—22 Fellows signed an agreement to return to their employing law enforcement agency immediately following their year of study; 29 did not sign an agreement. Those signing agreed to remain with the agency for a mean period of 3.8 years.

The Department of Justice urged law enforcement agencies to provide the Fellows full salary during their leaves of absence. 45 received salary and a leave of absence. Of these Fellows, 38 were on a full salary and 6 on partial, ranging from 25% to 90% of full salary. Three received no salary. Two Fellows did not take a leave of absence, but left their departments. Another graduate received full salary but not a leave of absence. He was required to work full-time at the department and attend school during off-duty hours. Of the three who received no salary, one has remained with his agency, one has left, and the other has taken a leave of absence to work temporarily in another agency. Only one of six graduates on partial salary has left his former agency.

There were many comments from the respondents about their own and other Fellows' financial situation during the year:

- "The financial aspect was fair but could have been increased. If the Police Division had not paid the salary, I could not have participated in the program."
- "I received full pay from my city plus LEAA stipend while at Berkeley, but in spite of this I still have not completely recovered financially. Those who did not receive full pay had a very difficult year. I'm sure that no one would turn down a Fellowship no matter what amount of money he received during the year, but a person can study better when he feels financially secure."
- "At least one-half of the Fellows did realize great financial hardship due to having to bring their families long distances and having to pay very high rent . . ."
- "Perhaps additional money could be paid in certain cases, or at least a loan made to such families."
- It was a hardship "to have to maintain my family without a salary for a year from my department. The indebtedness incurred will linger on for some time to come. . . . My loyalty for my department left me when the administration refused to consider salary and were reluctant to grant the leave."

They generally feel that in order to avoid financial hardship full salary is needed, in addition to the Fellowship stipend. This consensus supports the Department of Justice's policy of urging the law enforcement agencies to provide full salary and of LEAA's policy in continuing this under its new Police and Corrections Executive Development Fellowships.

EMPLOYMENT PATTERNS—49 Fellows indicated that they are currently employed by a law enforcement agency; two are no longer employed by a law enforcement agency but are teaching in law enforcement degree programs. (One had not taken a leave of absence from his agency; the other had signed an agreement to remain for 1½ years. Apparently, this commitment was not fulfilled.)

Thus, all Fellows continue to serve law enforcement needs, mostly at the municipal level. They represent agencies ranging in

size from 12 sworn officers to 32,000, with a mean size of 4,774 and a median size of 905.

Law enforcement agencies employing the Fellows typically do not offer pay nor promotional incentives for the completion of college credits. 43 respondents indicated the absence of pay incentives and 38 the lack of promotional incentives. On the other hand, all but 11 employing agencies arrange flexible work schedules to enable college attendance. Only 3 of the agencies require college credits for entry employment (1 municipal agency, 1 state planning agency, and 1 state Attorney General's Office).

All but 5 graduates are currently employed by the same agency as prior to the Fellowship (and 1 is currently on a leave of absence to the local Office of Public Defender). The 5 who left their law enforcement agencies are now employed in these capacities: 2 assumed full-time college teaching in law enforcement programs; 2 joined State law enforcement planning agencies; and 1 accepted a promotion from a municipal police department to the sheriff's office. (The two agencies are contemplating metropolitan consolidation.)

Although 29 persons did not sign an agreement to return to their employing agencies, only 4 of these persons did not return (2 had been on full salary from the agency; 1 quit the department at the time of his fellowship so that no agreement was involved; and 1 received no salary during his leave). As indicated previously, one Fellow left his agency before completing his 1½ year employment agreement. These statistics are cited because they may suggest that it is not necessary for law enforcement agencies to require employment commitments from personnel who take academic leave. The new LEAA Executive Development Fellowships require an applicant to certify that he will remain with his law enforcement/corrections agency for 3 years. Of course, the requirement is for the purpose of gaining agency support for the Fellowship applicant. Fellows' comments about their frustrations, discussed below, and their motivations for graduate study (previously discussed) suggest factors important for the retention of educated personnel.

Agency Utilization and Advancement of Fellows—Fellows were asked to indicate their rank or position immediately prior to fellowship study and their present rank or position. "Before and after" comparison reveal that 18 graduates have advanced within their agencies, while more than half (26) have remained at the same level. (However, one of these persons had achieved the top rank prior to his Fellowship so that no advancement was possible within the agency.) 45 of the 46 graduates who have remained with their agencies indicated their "before and after" ranks. A few examples

are helpful in indicating the extent of upward mobility that they have experienced. 5 who held the rank of sergeant immediately prior to the Fellowship have been promoted. However, 11 still maintain the same rank. Of the 13 holding the "before" rank of lieutenant, 7 have since been promoted, but 6 remain at that level.

Looking at "before and after" salaries, one finds salary increases for 33 of 48 Fellows who have stayed with their agencies. The mean of salary increases is $2,184 and the range of increase is $500 to $7,000. The range of current salaries is $8,000 to $20,000. Eleven Fellows have benefited from neither promotional nor salary advancement, even though it has been nearly two years since some of them completed their degree.

The Fellows were also asked to evaluate the extent to which they feel their Fellowship experience is being utilized. Fifty Fellows responded. Of this number, 21 (42%) feel that their Fellowship experience is being utilized "fully" or "very fully" by their law enforcement agency. However, 22% feel that they are being utilized "only to a small extent" or "hardly at all." The remainder said they thought their experience was being used "to some extent."

There is a correlation between responses to this questioin and the extent of the Fellow's upward mobility. For example, 10 respondents who feel that their Fellowship experience is being utilized "only to a small extent" or "hardly at all" remain at the rank held prior to their graduate study. With regard to those who answered "very fully" or "fully," the correlation is not as clear. 5 to 15 respondents who answered in these categories remain at the same position, while 10 have been promoted. Of coures, rank or position does not necessarily describe or determine the type of responsibility and function.

In conjunction with the above, two other questions were asked: "As the result of your fellowship experience, what has been the most important contribution or innovation you have been able to provide to your employing agency?"; and "What frustrations have you encountered in your agency which derive largely from your fellowship experiences?" The responses to the first question can be organized, with some overlap, into six categories: organizational and operational; research and planning; training and education; community relations; personnel; and general. Among the more significant examples provided were: re-organizing department in many areas and instilling accountability measures; developing 10-year expenditure projections; developing human relations training program; inaugurating community service officer program; developing 12-month college release program for graduate and undergraduate study; imparting to recruit officers the dangers inherent in extremism masquerading as "law and order." Although such re-

sponses are encouraging, 10 Fellows indicated that they have been able to make very little or no contributions to their law enforcement agencies as the result of their graduate study.

Among the frustrations cited in response to the second question, twelve singled out attitudinal problems within their employing agencies—jealousy towards the Fellows, an atmosphere of anti-intellectualism, and fear of liberal thinking—as most disturbing. Several respondents reported frustrations caused by departmental rigidity (i.e., lack of promotional opportunities, the absence of channels to recommend and implement changes, and impatience with the agency's organizational and procedural inefficiency). In response to this question, 16 Fellows indicated that they have experienced no frustrations.

Preparation of Law Enforcement Educators—Because of the critical shortage of qualified faculty to staff law enforcement degree programs, the questionnaire was designed to assess the Fellowship Program's impact in terms of providing immediate part-time faculty and future full-time faculty (after police retirement). The responses clearly indicate the potential of law enforcement fellowship programs in helping to meet the faculty problem.

Prior to their Fellowship study, only 7 Fellows had taught law enforcement related degree courses. Significantly, nearly one-half of the graduates (24 out of 50) indicated that they are currently teaching law enforcement related courses at a college or university. All but 2 graduates are located in a law enforcement or criminal justice program within a college or university. Thirty Fellows reported that during or after their graduate study, colleges or universities attempted to recruit them as faculty to teach law enforcement related degree courses. A total of 98 two- and four-year institutions attempted to recruit Fellows as part-time or full-time faculty.

The intention of many Fellows to pursue doctoral study, as mentioned previously, is further encouragement regarding the program's impact on the faculty problem. Additionally, in giving their reasons for deciding to pursue graduate study, 11 respondents specifically mentioned their interest in preparing for college teaching subsequent to retirement.

Fellowship Program Evaluation—To help in structuring any future programs, the Fellows were asked to summarize their thoughts, comments, and reactions regarding the LEAA Fellowship Program. It was suggested that they comment on curricula, faculty quality, academic difficulty, financial hardships, benefits derived, etc. Many of the responses were quite comprehensive, a fact which

can be interpreted, along with the 96% return of questionnaires, as evidence of the Fellows' continuing interesting in the program.

For clarity, their comments can be grouped into categories: general; curricula; faculty quality; work demands and academic difficulty; sociological effects; benefits derived (personal and professional); and recommendations for future fellowship programs.

GENERAL—The Fellows' general comments overwhelmingly endorse the program and can be cited as justification for future, expanded Fellowship Programs. Several referred to the Fellowship year as the most rewarding in their life. Most of the other graduates put forth similar comments:

- "This education experience has firmly established a new plateau of conviction."
- "The year was a grand success."
- "It is a daring and imaginative program for police officers interested in improving their chosen vocation."
- "The academic enrichment I received cannot adequately be described with words."
- "I really enjoyed this experience and it has helped me greatly, even though you might not believe it from my comments."

Many of the respondents not only expressed disappointment that the Fellowship program was discontinued, but recommended that it be expanded (e.g., to include doctoral study).

CURRICULA—Some comments about curricula are of a general nature, whereas others pertain specifically to one of the programs at the three participating universities. On the whole, Fellows evaluated curricula favorably. However, there was some criticism:

- "Curriculum should be geared to professional requirements of the student rather than some general, outmoded program."
- "I was too idealistic regarding the academic setting. I expected to be exposed to a wide variety of new and exciting ideas and was disappointed . . ."
- "Most courses were a re-hash of standard police texts."

The most frequent comments endorse the desirability of curriculum flexibility and breadth:

- "The interdisciplinary, behavioral approach to Public Administration is exciting and enlightening."
- "Although the 'police core' of courses was established, some of the most useful subjects were in other disciplines."
- "There should be more electives in other colleges within the University."
- "Courses should be tailored to individual need."
- "There were only a few classes which the officers attended as a group. . . . It was gratifying to discover that veteran police officers could compete so ably academically with a select group of students of superior prior education."

Of course, different individuals did not always react similarly to curricular aspects. For example, one Fellow praised the interdisciplinary approach of the curriculum as "an appropriate one to

broaden the police administrator's perspective. John Jay provides police education as opposed to police training." Yet, another graduate of the same institution would have preferred more courses dealing with specific problems inherent in police work. However, most Fellows emerge as proponents of a curriculum having a broad, sociological orientation with the flexibility to fulfill individual needs. Their comments are in line with the apparently developing trend toward broader degree curricula in "criminal justice," as opposed to more narrow "police science" programs.

Several Fellows commented about the research aspects of the curricula, and again it is apparent that sometimes the Fellows had differing expectations. For example, there were a few comments critical of the amount of individual research required. In contrast, others praised a research emphasis:

- "The stress on independent research was extremely beneficial."
- "The opportunity to observe other departments in writing my thesis broadened my knowledge."
- 'The best course I have ever taken was in Methods of Psychological Research."

Faculty Quality—As with curricula, the Fellows generally commended teachers of their graduate courses. The following comments are representative:

- "among the best faculty I have ever studied under."
- "For the most part, they were extremely capable and interested in the concept of an LEAA program.... Because of their interest and guidance, I was able to complete much of the work toward a doctorate, in addition to attaining the Master's degree."
- "reasonably cooperative, sincere and certainly competent"
- "I have the greatest respect for the faculty."

However, remarks appeared on some returns criticizing some professors' insufficient knowledge of their subject matter. For example, one Fellow commended faculty members' dedication and knowledge, but stated that "many were not as advanced as the 'students', had little actual experience in the police field, relied heavily on articles, and speeches of other academicians." Another student felt that "some were too busy moonlighting to adequately prepare for their primary responsibility."

In commenting about faculty, some respondents identified the university. Each university's faculty received both favorable and critical remarks. As will be mentioned under the category of "sociological effects," several Fellows at the University of California experienced some frustrations because of the pervasive anti-law enforcement atmosphere of the campus. One Fellow complained

that "many faculty had stereotyped concepts of police." Similarly, another commented that "the philosophy at Berkeley was quite anti-establishment as well as anti-law enforcement." However, both respondents indicated their feeling that an impact had been made by the Fellows towards altering the stereotyped conceptions of students and faculty with whom they came into contact.

In sum, it appears that the faculty of the three universities were received favorably, with some exceptions, and that they contributed substantially to the success of the Fellowship program.

ACADEMIC DIFFICULTY AND WORK DEMANDS—The paucity of comments directly applicable to this category suggests that most Fellows found the study demands and academic expectations challenging, but not unreasonably excessive. Of course, many of the comments grouped under "curricula" and "faculty quality" also relate to this category. However, a few comments can be cited which particularly address academic difficulty and work demands:

- "academically difficult for some, not for others"
- "The program required 12 to 18 hours study each day, 7 days per week."
- "inability to get much done on the thesis while keeping up with regular classes"
- "The workload seemed excessive at the time, but I find myself wanting more of the same today.

PERSONAL BENEFITS DERIVED—A few Fellows indicated the personal benefits which they derived from the program. Mostly mentioned were the present or future effect on promotional and salary advancement and the intangible benefits of personal satisfaction and self-confidence. This is in contrast to the comments, discussed earlier, concerning some Fellows' frustrations caused by promotional and salary stagnancy.

EFFECT ON PROFESSIONAL DEVELOPMENT—Several graduates pointed out the relation of the Fellowship experience to their subsequent role in law enforcement. Perhaps the phrase "increased professionalism" best summarizes the comments. Here are a few typical answers:

- "I am much more critical of my own work and the function of our department. I find myself analyzing in my mind what is being said and done by myself and others and this is something that I had never before attempted to any great degree."
- "It gave me a new look at the police mission."
- "I am constantly drawing on my experiences and the material presented at Michigan State University."

Such remarks can be credited as further evidence of the accomplishment of the Fellowship Program's major objectives.

SOCIOLOGICAL EFFECTS—Many Fellows stressed the value of the requirements that they undertake their graduate study at a university located many miles from their employing agency and permanent residence. Their comments are elaborated earlier in this report. On the basis of their remarks, it appears unfortunate that the new LEAA Executive Development Fellowships will not continue this requirement.

FINANCIAL HARDSHIPS—Comments about financial hardships have also been previously discussed under "Agency Support of Fellows." One concludes from the Fellows' statements that with the development of future fellowship programs, establishment of maximum stipend amount should receive most careful consideration. Under this Fellowship program, the ceiling was $3,400. Understandably, several Fellows, particularly those with partial or no salary support from their agency, experienced financial problems. The comments justify the increased stipend ceiling which has been established for the Executive Develpment Fellowship program—$5,500.

In addition, their remarks indicate the desirability of maintaining some flexibility in awarding individual stipends because of the geographical differences in cost of living. For example, those Fellows attending John Jay College of Criminal Justice in New York City experienced a higher cost of living than those at Michigan State University in East Lansing, Michigan.

RECOMMENDATIONS REGARDING FUTURE PROGRAMS—Several Fellows recommended not only re-institution by LEAA of the Fellowship program, but its expansion to include additional universities and assistance for doctoral study. In addition, some recommend tightening of the eligibility criteria (e.g., establishing a maximum age, minimum number of years remaining before retirement, etc.). There was some feeling that the Department of Justice should more strongly urge agencies to provide Fellows' full salary during their leave and should suggest "guidelines for individual commitments between participating officers and their respective jurisdiction."

There were several comments recommending that follow-up seminars be conducted to utilize the experience and background of those who participated in the Fellowship program.

Other recommendations were of a miscellaneous nature, for example: increase nationwide publicity; announce the awards earlier; distribute funds among students more equitably, based on the area's cost of living.

IV. WHAT OTHERS THINK ABOUT LAW ENFORCEMENT HIGHER EDUCATION

Thus far, this report has discussed the nature of law enforcement programs from the writer's viewpoint and from that of graduates of undergraduate and graduate criminal justice programs. This chapter considers the attitudes and opinions of other knowledgeable individuals in the field and from the academic world toward higher education in criminal justice.

A. Police and Corrections Representatives

To gain some insight into the evaluation of law enforcement programs throughout the nation, and to determine ways in which these programs may be strengthened, the Office of Academic Assistance convened, in Washington, D.C., in November 1969, a task force composed of representatives of police and corrections agencies. Meeting for two days, this group was asked to address itself to the following questions:

- What types of personnel in police and corrections are in need of higher education?
- What type of person should emerge from this educational process?
- What concepts, understanding, and other sorts of preparation should this education provide?
- What is your opinion of the adequacy of existing educational programs?
- How would you rank in importance and relevance the subjects traditionally included in college curriculum and in police/corrections curriculum?
- What is your opinion of the value of police/corrections degree programs compared with majors in sociology, psychology, social welfare, etc.?

Following a brief introduction to the assembly on the first day, the corrections and the police groups separated to discuss education for their respective disciplines. On the second day, the two groups re-assembled to consider reports by monitors, to discuss ways in which their needs might best be communicated to the academic world, and to discuss ways in which OAA might render further support and assistance to law enforcement programs.

The Corrections Group—The overall theme of the corrections group's discussion was the need to close the educational gap between the correctional "elite" (supervisors, administrators, and functional specialists) and the rest of the troops, guards and other custodial and "line" personnel. (Corrections should be considered a career service at *all l*evels, not simply as a "profession" for some, a "job" for the remainder.) There was general agreement that higher education has a definite role in corrections, but also that

education (and educational requirements) can be and often are unrealistic: 1) in terms of the population to be educated; and 2) in terms of what is taught. Education for the field of corrections must, in other words, be "relevant" both as to its content and to the extent to which particular levels of education may be demanded and obtained. While recognizing the relevance of majors in criminology, sociology, psychology, and the like for professionals at the corrections counselor level and above, the group focused its attention mainly on the need for, extent, and relevance of higher education for line personnel. (These individuals are seen as "change agents" or "social arbiters" who must also be concerned with the physical control of human beings.)

Here the corrections group divided in terms of where primary emphasis should be placed. Several members indicated their belief that the correctional agency should lay emphasis on obtaining intelligent, competent individuals without particular regard to their educational background. These individuals would then provide in-service and other educational opportunities for those who showed promise of remaining in and progressing upward in the system. The other members felt that recognition should be given to the potential (and actual) therapeutic and rehabilitative roles which "line" officers perform in an institution and that emphasis should be laid on obtaining individuals who have been educated specifically to perform these roles. Hence, they saw a need to contemplate the kinds of educational experiences such individuals should be equipped with. All members of the corrections group were agreed that, especially at this time, flexibility should be preserved in the educational requirements for entrance level positions. A particular education should be of the "preferred" rather than "required" variety.

Turning its attention to the particular role which education can perform, the group concluded that the correctional officer needs education to meet three basic needs:

- *Understanding*—the need to understand the correctional system, those who are its concern, and his particular role in the system;
- *Doing*—the methods or strategies which the individual applies to accomplish his particular tasks;
- *Communication*—the methods of receiving and transferring information within the system and between the system and its "clients."

Without at the time undertaking the specification of particular courses, the corrections group felt that a basic correctional officer education program should include development of knowledge concering community resources, of society and the community, of personality, and of the legal structure and the correctional system. The group also felt that stress should be laid on methods of attitude

change and development. Emphasis should also be given to clinical or field experiences. And while eschewing a curriculum development function as such, the group felt that corrections professionals, as consumers of the educational product, should continue to inform the academic world of their needs and should in turn maintain a commentary role toward educational programs designed to meet these needs.

In respect of future roles for OAA in corrections programs, the group offered the following comments and suggestions:

- The Office of Academic Assistance should establish criteria and maintain priorities for funding "quality" corrections programs, should consider subsidizing a limited number of institutions to develop corrections curricula based on the guidelines set out above;
- The educational experience, whether for the pre-service or the in-service student, should be a full-time one, and therefore the Office of Academic Assistance should consider providing income supplements to enable the in-service students to attend full-time;
- Since there appears at this time to be a lack of competent faculty to teach in corrections programs, the Office of Academic Assistance should consider underwriting faculty development programs in form of fellowships, study and teaching grants, and exchange programs.

THE POLICE GROUP—This group addressed itself to the questions of relevance and quality of law enforcement programs. The consensus was that most of them, especially at the junior college level, left much to be desired. Particular concern was expressed over the narrow, vocational approach taken in most of these programs. Inauguration and expansion of such programs raises the public's expectations that their graduates will produce changes and improvements; but in fact, little change is wrought and scant improvement effected.

Criticism was not limited to the "professional" subject areas. The behavioral sciences also were faulted for their lack of relevance. As one police chief put it, "campus sociology courses simply are not meeting the needs of the police." The gulf between what is taught in the classroom and the realities of law enforcement practice, if not widening, is at least not being closed.

The police group recognized that the problem in law enforcement higher education is by no means a unilateral one. The opinion was repeatedly expressed that the fault often lies within the police agency itself: in its overuse of sworn personnel to perform functions which could be as well or better performed by civilians; in its lack of emphasis on specialization; in the neglect to re-define the functions of the police officer to meet the current needs and demands of the community; and in the systemic rigidity of many police departments which in turn "scares off" college educated individuals. The result is a dilemma for law enforcement: change

must come about through the educational process at the pre-service level; yet it is a lack of change within the agency which deters entry of those very individuals who are seen as the change agents of the future.

The police group felt that, given the choice between a graduate of a "police science" program and one with a broad liberal arts background, they would prefer the latter. They also felt that the LEEP program was inadvertently fostering programs of indifferent quality through its requirement that eligibility for loan funds be conditioned upon the institution's offering at least fifteen semester hours in "directly related" courses. The group adopted the following statement of position:

> It is the consensus of the group that a liberal education is *directly related* to the needs of law enforcement. Therefore, law enforcement education is not to be limited to specialized fields but is to encompass all those subjects considered general education courses.

In correspondence with the writer following the meeting, one member of the police group offered some qualifications on the apparent conclusion that specific law enforcement curricula should be abandoned in favor of the general liberal arts. "It is my feeling", he said, "that the group meant to put across the thought that they did not want college education courses . . . on subjects which are more properly vocational training. I do not think they meant to imply . . . that such basic education subjects as constitutional law, and other subjects . . . should not be included."

Despite their scepticism over the quality and relevance of current offerings in law enforcement programs, the police group agreed that education was one important way to improve police performance, And without specifying particular courses or ways in which it might be developed, they saw "decision-making" as a vital skill which hopefully would emerge from such education.

CONCLUSIONS—The conclusions of both the police and the corrections groups, separately and in concert, may be summarized as follows:

- Most law enforcement higher education programs, both for the police and for corrections, leave much to be desired in terms of their number (in the case of corrections) and their quality (in both cases).
- Law enforcement agencies, while realizing the value of higher education for their personnel, have done little to render careers in law enforcement attractive to the college educated individual.
- Scant thought has been given to the definition of roles (present and proposed) performed in the agency and hence to the specific educational needs of the individual performing particular tasks. This is a matter concerning which education should inform practice and vice versa.
- Since it is a principal (and often exclusive) source of financial support for most law enforcement higher education programs, OAA should assume

a more active role in promoting the creation and development of curricula of the highest quality through careful evaluations and selective support programs, curriculum development grants, and faculty development programs.

B. The Academic Response

A report on the meeting of field representatives was circulated in essentially the above form to a group of criminal justice academics who were invited to Washington in December, 1969, to respond to it. Two representatives from the practitioner group were asked to return for this meeting also to represent the views of their group. Superintendent Joseph Giarusso of the New Orleans Police Department and Commissioner George McGrath of the New York City Corrections Department served as representatives of the practitioner group.

Superintendent Giarusso summarized his group's feeling by pointing out that "the product we're getting is not hacking it. Many police have a pretty negative attitude toward higher education. That's pretty typical; police in the past have not been educationally oriented. Still, we need to review and evaluate what's going on."

"We recognize," the Superintendent said, "that police agencies themselves must make changes. But we need better educated men to assist in bringing about these changes. The better educated man sees problems more in perspective. He can provide a strong sense of direction for change from within."

"This is not to say, however, that higher education is necessarily all that crucial for every performance level in police work. For example, does a man really need a bachelor of arts degree to direct traffic? On the other hand, there is a need now to equip the police officer to make sound decisions. If a cop makes a bad decision, he can throw a community into an uproar. And this is one important area of help needed from the academics: to design ways of improving the decision-making capabilities of police officers at *all* levels.

"To make their academic offerings more relevant, we need to break down the insulation that now exists between the academics and the practitioners. Too often now, the police function simply as a pressure group within a college. This may result in their getting what they want (or think they want), but the program ends up being of low quality."

Superintendent Giarusso's remarks generated several reactions from the academic group. One response was that law enforcement practitioners need to specify criteria and goals for the educational institutions—to indicate what product(s) they want from the insti-

tution. Once this is accomplished, priorities should be established as to which student populations should be focused on in the immediate, intermediate, and long term. Varieties of programs can and should be established and experimented with to determine who gets what education, and when. It was suggested that one of the main problems with current offerings is that they set up one elaborate pre-service system, whereas the focus should be on levels of education at stages in career development.

It was suggested, on the other hand, that no matter what the action agencies may eventually specify as the desideratum, reliance exclusively on the educational institutions to produce them will result only in disappointment. It is a mistake to expect graduates of any program to have learned in it what to do from day to day in the work situation. In reply, it was pointed out that "relevance" in law enforcement does not necessarily mean "how to ride in a patrol car." Moreover, medical schools are graduating doctors, law schools lawyers.

The group was somewhat less than unanimous in its agreement that programs which undertook to experiment with course content and/or student populations would be especially productive. It was suggested on the one hand that students (both pre- and in-service) should attend classes full-time; in contrast it was argued that part-time education may be a more effective reinforcer of desirable attitudes because it extends over a longer time span. Again, should classes consist exclusively of in-service officers, or should they be mixed with other students? In response to the suggestion that this and other questions be studied, it was pointed out that experimental and demonstration programs in related fields have not been particularly illuminating.

Ranged over against the position that emphasis should be placed on a limited number of experimental programs, there was substantial opinion that a need exists *now* and that it is this need to which attention must be addressed, while at the same time acknowledging a responsibility to plan, develop, and revise programs for the future. As one member of the group put it, "When you have a war on your hands today, you have to fight it today." This need to balance present and future needs was expressed in several ways: fighting the "war" now and knowledge-building for the future; present needs and long-range solutions; and the determination of what educational inputs are necessary to upgrade in-service officers to entrance level performance as contrasted with the more difficult problem of educating future leaders and devising ways in which higher education can contribute to the improvement of the criminal justice system.

It appeared that there was substantial agreement (or at least lack

of disagreement) among the academic advisory group that the more immediate need was the further education of individuals presently in the system. The major educational resource in meeting this need was seen as the community college. They are better geared than their senior sisters to meet immediate educational needs. Concern was expressed, however, that for law enforcement the response not take the form of vocational training. The best program would be a mix of general education subjects with "job relevant" courses and activities. At the same time, care should be taken to avoid too narrow a focus in the community college program, that college administrators not be misled by "short-sighted practitioners."

It was suggested that a variety of programs could be inaugurated at the community college level, that these colleges have the flexibility to provide not only degree programs (terminal and transfer) but workshops, short courses, and certificate programs as well. To develop and maintain such flexibility makes sense for at least two reasons, according to one community college administrator: some students are more ambitious than others; and the community college has a commitment to service those who can't "hack it" as well as those who can.

Representing the group of corrections practitioners who had met in November, Commissioner George McGrath said he thought a big problem in corrections higher education was the present lack of visibility of corrections as an academic discipline. He saw also the need to undertake some unification of personnel in the system. In the years ahead, corrections will need officers with more open-mindedness. The field also needs more specialists to fill in the middle positions between line officers and the professionals at the top. Commissioner McGrath said that the corrections officer needs to "get away from his turf"—away from his shop—and into the academic setting to "expand his horizons." However, much of the subject matter of corrections is unique, and a separation for the time being from other law enforcement programs probably would be helpful.

The academic advisory group also addressed itself to how the problem raised in its earlier discussion and posed by the practitioners might be resolved.

There was considerable agreement that some method of achieving and maintaining quality control in criminal justice higher education programs should be developed. The proposal which received widest support was the formulation of a set of guidelines for such programs. Such guidelines should not be simply an "accrediting" device in disguise. In fact it was argued that a higher level of performance would be achieved through the establishment of guidelines rather than through accreditation, since the latter goes to the

lowest common denominator of acceptability. It was suggested also that the guidelines might vary from region to region throughout the nation, taking into account differences in local needs. Guidelines could be formulated by a group of practitioners from the several fields of operation and representatives from the colleges who would undertake a "common study of separate programs."

There was some division of opinion as to whether the proposed guidelines should focus on the entire field of criminal justice or on (for the time being, at least) police only. On the one hand, it was argued that "criminal justice," while not a "discipline" in the traditional sense of the term, nevertheless consists of a body of knowledge identifiable under that heading. It would be useful, therefore, to bring together representatives of the several fields subsumed under the "criminal justice" label to determine subject areas of common interest. On the other hand, it was pointed out that it still remains necessary to consider what actually is going on in the field and the various roles that individuals are performing in, for example, police work. Therefore, it may be more practical to consider only the police for the time being; "talking about everything at the same time leads to confusion."

A second proposal, not wholly distinct from the first, was that a series of model programs should be established throughout the country. One member suggested that the development of model programs should precede the formulation of any guidelines for criminal justice programs: "Don't ossify before your specify." It was also suggested that the model programs be developed in the context of one or more moderate size cities and/or states, involving in so doing the academic community, the practitioners, and the public. They should provide for the coordination of education and training. Such models should have built into them their own capacity for adaptation and change (including change in the action agencies themselves to accommodate to an increasing number of college educated entrants) and should be developed by the communities themselves (local or state) according to *their* particular needs.

William Caldwell, Director of the Office of Academic Assistance, asked the group for ways in which his office could contribute to improving the quality of criminal justice higher education. They offered several suggestions. There was general agreement that OAA should consider funding model programs of the sort outlined above which would provide the kinds of data needed by a national group in formulating guidelines for criminal justice programs. It was pointed out that some costs could be shaved in funding model programs by building around a state university system, for example, where academic costs are lower than in private institutions. Money

for such projects might also be provided on an incremental basis with a review following each stage to determine whether further stages should be funded. OAA's Law Enforcement Education Program (LEEP), providing simply grant and loan funds to be disbursed by the educational institution directly to students, offers scant incentive to the institution itself to do more than meet the modest minima set out in the LEEP guidelines.

A second proposal was that OAA should underwrite the establishment of the national guidelines-setting group referred to above for, say, a five-year period. After that, the institutions themselves should be able to support its continuation, and if they cannot, it shauld be abandoned. This national group would also serve to evaluate programs against established guidelines at their inception, during their development, and upon their completion.

The third major recommendation was that OAA should support a fellowship program specifically for criminal justice teachers. There are now "too many ex-cops doing the teaching." Teachers in criminal justice programs are now considered under LEEP guidelines to be in "law enforcement" and hence are eligible for grants and loans. Nevertheless, the maximum amount available ($1800) is "very thin" for graduate fellowships. It was pointed out that obtaining high-level manpower means competing with such other professions as medicine and law; hence the need for more generous financial support.

Finally, it was suggested that there was a present need for articulation of programs between OAA, charged with funding *educational* programs, and LEAA's Office of Law Enforcement Programs (OLEP). It was suggested that if OLEP undertook the funding of more training programs, this would relieve some of the pressure on OAA to funding training in the guise of educaton.

C. Other Opinions from the Field

In 1968 the IACP polled 239 police chiefs of police departments in cities ranging in size from 25,000 to over one million throughout the United States on their opinions concerning eleven recommendations made by the President's Crime Commission relating to police. Two of these recommendations concern higher education for police: the ultimate goal of all police departments should be that all personnel with general enforcement powers have baccalaureate degrees; and police departments should take immediate steps to establish a minimum requirement of a baccalaureate degree for all supervisory and executive positions. The results of this survey are interesting.

The chiefs were asked first to indicate what they considered to be the desired level of education for various ranks (patrolman through chief) in a department. Over one-third (35%) of the respondents believed patrolmen should be required to have no more than a high school education. A scant 15% said they thought four years of college should be required at this level. On the other hand, over two-thirds (67%) of the chiefs felt that a chief of police should have four years of college, while only 15% said they thought a high school diploma was sufficient. The opinions on the desirable level of education from patrolman to chief indicate an overall belief that as rank and responsibility increase, educational level should increase as well.

As to the two specific Commission recommendations, mentioned above, about one-quarter (24%) disagreed with the recommendation that all police officers have a baccalaureate degree; an additional 11% expressed no opinion. Concerning the degree requirement for supervisory and executive positions, over one-third (35%) disagreed with this recommendation; about 8% expressed no opinion.

In 1969 IACP published *Police and Their Opinions*, a survey of over 4,000 police officers at all levels within departments and who were engaged in a variety of assignments (patrolman, detective, juvenile officer, training officer, etc.). The survey population was distributed nationwide and among all sizes of police departments.

The survey presented a number of statements with which the respondent was asked to indicate his agreement or disagreement. Several of these statements concern higher education for law enforcement. The first such statement was, "The police service needs more college trained career officers." Over three-quartrs (77%) of the respondents agreed with this statement, and this agreement held strongly whether the officer was himself a high school dropout or a college graduate.

Subsequently in the questionnaire, the following statement was presented: "The best officers generally have more education than others." The survey report indicates some surprise at the fact that only 38% of the officers agreed with this statement. The authors suggest that the apparent contradiction between this response and that concerning the need for more college trained officers lies in the use of the phrase "best officers." There are, however, other possible explanations.

Responses to other statements presented in the survey offer some illumination. For example, "The best officer knows when to depart from standard operating procedures in order to get the job done." One would expect that, if the perceived value of higher education is the development of an ability to think for oneself, the extent of

agreement with this statement would correlate directly with the extent of the respondent's education. Quite the contrary. A large majority of the respondents agreed with this statement, but the percentage of agreement *declined* as the educational level went up. 71% of the high school dropout officers agreed, but only 63% of the college graduates did so.

Again: "The best officers are those who do what they are told to do by their supervisors." One would expect here that the "military obedience" factor would decline in relation to the officers' educational level. Here, however, over 60% of all officers agreed with the statement, and there were no significant differences among groups at different educational levels.

These survey results indicate that while large fractions of the survey populations apparently agree with a "need" for more highly educated police, this belief is by no means unanimous. Indeed, significant minorities within these groups apparently have rather strong feelings to the contrary. Moreover, there are a variety of possible reasons why those who support the notion of college educated police officers may do so. Among these are the perceived status which attaches to college education, a desire to improve one's employment opportunities in other than police work, and the simple economic reason of obtaining (since an increasing number of jurisdictions are offering pay incentives for completed college work) a higher salary. At any rate, the responses on the IACP survey to statements concerning job performance suggest that the reasoning behind those who favor higher education in law enforcement lies elsewhere than simply in improved job performance.

V. A REEVALUATION OF CRIMINAL JUSTICE HIGHER EDUCATION

Throughout this report we have seen a number of problems current in criminal justice higher education. We have noted a heavy emphasis on training courses in the curricula, both through independent analysis and based on the perceptions of graduates of these programs. We have noted that faculty for criminal justice programs seem to be on balance of a limited high quality and in some cases of a rather indifferent or marginal quality. We have noted also that a large percentage of students in these programs are in-service and that although the evidence is limited only about half at most of the pre-service students take positions in the field following graduation. The evidence indicates a lack of incentives, both in terms of salary and of promotional opportunities in many law enforcement agen-

cies, together with a reported (by both undergraduates and graduate students) lack of recognition within their agency of the value of a college education.

One way to look at these findings is as nothing more than normal for new programs and curricula. Typically, with any new educational venture, there ensues a period of doubt and uncertainty concerning its value, usually followed by a period of revision and reform. In most such situations, however, the value of education is not questioned. Education, like motherhood and the flag, is something that is in normal cases universally favored. This suggests that when the value itself of higher education is questioned and in some cases viewed with positive disfavor, and is moreover attended with the problems delineated above, criticism and negative reaction may be something more than a passing condition. And it appears that this is the situation in which we now find ourselves concerning criminal justice higher education. It is perhaps useful, therefore, to consider some of the possible reasons for this unique criticism of criminal justice higher education programs, to discuss how it came about that we find ourselves selecting the educational route to change and improvement in criminal justice, and to suggest other or additional strategies which might (more profitably) be applied to the so-called "problem of criminal justice."

What are some of the possible reasons for the reservations expressed by this writer and others noted in this report concerning criminal justice higher education? Perhaps the most significant reason is the apparent lack of clearly defined goals for education programs. Considerable conversation has been expended concerning the need to "improve" the police, or to "professionalize" law enforcement. What lies behind the meaning of these terms, however, has seldom been examined. The fact is that the product desired has never really been specified. This is understandable, since we also lack specificity in the definition of the goals of law enforcement and criminal justice in general. This problem is compounded by the fact of polarization of opinion concerning the performance of our criminal justice agencies. Unless and until we are able to achieve some common ground of agreement concerning this performance and these goals, it is likely that higher education which purports to provide personnel in the field will continue to wallow.

A second reason for continued reservations concerning criminal justice higher education is the lack of demonstrable evidence that higher education can supply the talent (or supply it more efficiently than through other means) thought necessary to do the job—whatever that job may be. Extensive experience with significant numbers of college graduates in law enforcement programs remains exceptional, but there is limited evidence that this experience has

not been an especially positive one. The Multnomah County (Oregon) Sheriff's Office was one of the first law enforcement agencies in the United States to require a baccalaureate degree for all sworn personnel. Sheriff James Holzman, in a conversation with the writer in November, 1969, indicated that his experience with this requirement had been, in his words, "most disappointing." In his view, the requirements of the job are emotional stability, intellectual honesty, intelligence, and physical capacity, but a college degree is no guarantee that its possessor has any of these traits. Related to the question of performance and the need for college educated individuals to provide a desired level of performance is the seldom asked question of whether civilian talent in significant quantity should not be infused into criminal justice agencies for the performance of specialized technological, scientific, and administrative tasks.

A third possible reason for reservations concerning the value of criminal justice higher education may lie in the fact that there appears to be scant recognition of the fact that education alone does not mold behavior. Environment shapes behavior, and the environment of law enforcement and criminal justice has yet to be meaningfully addressed either from within or from without the criminal justice agencies. As a result there exists a serious disequilibrium between the educational experience and the work experience, and it is one which is not moderated even by the fact of a common educational base among all criminal justice personnel.

How, then, did it come to pass that higher education was selected for its urged preeminent role in criminal justice reform and improvement? Certainly a possible answer to this question lies in the nationwide "go-to-college lockstep" phenomenon which has seized our country. But it appears that there are in addition other specific reasons for this development. It is worth examining what some of these additional reasons might be.

Despite the fact that law enforcement college programs are of some long standing in the United States, it was not until the President's Crime Commission published *The Challenge of Crime in a Free Society* in 1967 that law enforcement higher education really commenced to expand significantly throughout all of the United States. Why their emphasis on higher education? Attribution of motives is always a dangerous assignment, but it seems not improbable that since the Commission and its staff were composed almost exclusively of college graduates that they tended to equate their own professionalism with the fact of their higher education. The Commission's claim of need for such higher education in law enforcement is supported by no documentation other than the fact of the generally (and admittedly) low educational level of most

individuals now in the field. Apparently, therefore, the Commission perceived problems in law enforcement, equated them with this low educational status, and concluded that higher education could and should serve as a cure. We often perceive problems more richly than our calculus permits us to act upon them. With the already well developed models in other endeavors of education as an "action", it was predictable and to be expected that higher education in law enforcement would be put forth as the action to be taken.

The stress on higher education for criminal justice has not been without it supporters in the field, although it appears that this support exists for reasons other than those suggested by the President's Crime Commission. Every group seeks to accomplish three general purposes, and by whatever means are available to it. Its first order of business will inevitably be to survive and expand; the group becomes its own rationale for its existence. The second purpose of the group is to gain political power. The third purpose, which unfortunately becomes often only incidental, is to achieve efficiency in the performance of its assigned responsibilities. Law enforcement and other criminal justice agencies are no exception. The more highly educated the individual is, the more apparent rationale there is for his retention and the more vocal become the spokesmen for adding to their own number. Education also adds luster, status, and prestige to one's occupation. The superintendent of the Metropolitan London Police is knighted royalty; our royalty are our college graduates.

With an increase in the educational level it is a short step to demands for increases in salary. Education becomes the rationale for higher pay rather than the importance of the job performed. What is usually overlooked in this scheme of things is the fact that employment on the part of the employee is merely an agreement not to look elsewhere for work and on the part of the employer not to seek others to perform it. In addition, salary level is no guarantor of the level of performance of an individual, but merely reflects the extent of the employment commitment itself.

Still an additional reason for the support for higher education coming from the field probably is the perception of the real need for individuals who have some foundation for the tasks and responsibilities they are called upon to perform. Unfortunately, criminal justice and, in particular, law enforcement training in the United States has not provided this foundation and it is not unlikely, therefore, that law enforcement professionals felt that certainly they had nothing to lose and everything to gain by accepting the philosophy of higher education.

Educationists certainly have not hastened to disabuse anyone of

the value of their product. They are a visible and vocal group whose voice is heard in high places, and the value of education is not readily open to disconfirmation. Although our experience should teach us otherwise (in OEO programs, for example), we continue to subscribe to the myth that somewhere in the bowels of the university library or buried atop the professor's cluttered worktable there lie the answers to all our problems (including those of criminal justice), had we and the professors but world enough and time to ferret them out. Educationists are most reluctant to admit that while education may set the tone for an activity, it does not provide the answers for its problems. Educators characteristically are more interested in being correct than in being useful.

And so it is that once again we find ourselves spending millions of dollars to obtain a product the nature of which is quite uncertain, to achieve goals which remain at best dimly perceived and delineated. Individuals characteristically have an urge to maintain problems at an emotional level where they believe (since everyone considers himself to be emotionally stable, if nothing else) they can be effectively handled. When problems are attempted to be reduced to their rational or technical nature, discomfort sets in. But how much more satisfying it would be in the long run were we now to address the hard questions, specifying what it is we need and expect from higher education and for whom, understanding the while that higher education by no means is valueless but neither is it a panacea. It should not promise what it cannot provide, and what it has promised remains yet to be fulfilled.

Meanwhile, increased attention should be given to several other less glamorous strategies for improving the personnel posture in our criminal justice agencies. One such important strategy is the strengthening of the recruitment process. Questions of psychological testing and other screening techniques aside, there are several features of the present general recruitment which bear considerable flexing. One such features is the matter of age, both minimum and maximum. There remains absolutely no justification for the continuation of a minimum age of twenty-one for service in law enforcement. Moreover, the maintenance of this minimum serves as a deterrent to entry into law enforcement by bright young men graduating usually at age eighteen from high school. Similarly with the often unrealistically low upper age limits for law enforcement service. Increasing the upper age limit, of course, implies also the need to revise substantially our organizational career patterns.

The second feature of the recruitment process which is in need of revision is that of physical requirements. We have noted earlier in this report the fact that several graduates of law enforcement programs were rejected by an agency because of their failure to

meet minimum height requirements. As one respondent on the law enforcement graduate questionnaire put it, "There should be more emphasis on brains over brawn." The age of physical prowess in law enforcement is moribund, and explicit recognition in recruitment standards should be given this fact. Recognition should also be given the fact that the physical characteristics of some minority groups in the United States are quite different from those of the white Anglo-Saxon.

By opening the recruitment process to more individuals at a younger age, it is likely that the third problem of recruitment—that of obtaining individuals with at least an average intelligence quotient—will be helped. The New York Times recently reported that the average I.Q. scores of recruits entering the police department in New York City in 1969 were the lowest recorded in recent years. The average was 98.2, whereas in 1967 the average was 107.7. One commentator on these findings noted that the standard of acceptability seems to be directly related to the number of men needed by the police department. "It is clear," he said, "the Personnel Department changes its scoring methods according to the demand."

A second strategy for improving the criminal justice process, particularly in law enforcement, which seems to have been overlooked amid the celebration of law enforcement officers going to college, is the strengthening of recruit and in-service training programs. Experience in other fields—the military and nursing, for example—demonstrates that, depending upon the job to be performed, one well trained man is worth a dozen "educated" individuals. For the most part, criminal justice training in the United States is short, dull, and ineffective. It need not be. There exist a host of innovations and techniques (which, incidentally, most institutions of higher learning have yet to adopt) which would serve to make the training process relevant and interesting if not exciting. Moreover, focus on the training process permits emphasis to be given to the continuing nature of the learning process and to the fact that any instructional process must respond effectively to the accelerating pace of change at the operational level. In academe, change is often glacial in its pace. When it takes an average of two years to effect a simple change in a curriculum, it is not to be expected that instruction provided is going to be especially current. In addition, training resides closer to the actual needs in the field, an advantage recognized by the law enforcement graduates in their comments on improving program liaison wtih police departments. At the training level, coordination with on-the-job needs is more readily achieved.

Finally, there is an urgent need to rethink the goals and purposes

of the modern law enforcement agency and to commence restructuring it to more effectively fulfill these purposes. If it continues to be appropriate for the instrumentalities of criminal justice to consider themselves in a "war on crime," then the traditional paramilitary paradigms probably remain appropriate. But if, on the other hand, the purposes of modern criminal justice agencies lie less in warfare and more, as has been suggested, in "conflict management," then there is a need for new models of organizational structure and behavior. The traditions of the past remain no longer adequate to the needs of the present.

In developing new organizational models, particular attention needs to be given to the development of career progressions which are horizontal as well as vertical, careers which recognize the value of insight, sensitivity, and sophistication at all levels of operations, and that superior officers are not only those of a higher rank. Career patrolmen are a much needed commodity in modern law enforcement. Recognizing this, the Boston Patrolmen's Association has recently proposed the creation of two new patrolman grades: Patrolman First Class and Master Patrolman. The creation of these new ranks would permit career development horizontally and without the necessity of a college education in order to justify it. In turn, the recognition of career grades at all levels would reduce the insistence on higher education for everyone and as a consequence would promote a vast improvement in the quality of the educational effort.

The French philosopher, Georges Bernanos, once wrote, "There are no more corrupting lies than problems poorly stated." In terms of law enforcement and our entire criminal justice system in the United States, we have not only stated problems poorly, but as often as not we have failed to state them at all. We need now to pause, to reflect, and to articulate these problems.

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